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ABSTRACT

Presented in this report is an extensive evaluation of three library projects located in Chicago, Peoria, and the suburban Chicago area. All the projects reviewed have strong and weak points. Generally, the strong elements are a vigorous commitment to the people served, emphasis on inexpensive paperback books and collections of books stressing black heritage and culture. The major weaknesses of the projects are the lack of effective program operating data, a lack of audiovisual equipment and materials, and failure of the projects to conduct extensive outreach in their target areas. (Author/MM)

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AN EVALUATION OF

STATE SUPPORTED LIBRARY PROGRAMS FOR

THE DISADVANTAGED IN ILLINOIS

Submitted to:

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August 27, 1970

Mr. Alphonse F. Trezza, Director
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Springfield, Illinois 62706

Dear Mr. Trezza:

We are pleased to submit our report entitled "An Evaluation of State Supported Library Programs for the Disadvantaged in Illinois." As you know, the Illinois State Library at the time of this study provided federal funds for three library projects located in Chicago, Peoria, and the suburban Chicago area. (At this writing, additional projects are underway in Champaign, Urbana, and Rock Island; others are planned). This study reports on each of the three projects. In addition, we have included the Reading and Study Centers supported by the Chicago Public Library. Despite the fact that this project is not funded by federal funds, because of its uniqueness, we thought it important to include in this study.

Our general conclusions are that these projects have strong and weak points. For the most part, their strong points are a commitment to the library needs of the disadvantaged, the emphasis on paperback books and materials of relevance to the poor, and a de-emphasis of traditional library methods and techniques. The programs can be strengthened by the collection and use of program operating data, the development of services to persons other than young children, the extensive use of AV equipment and materials, and the development of effective outreach techniques.

We provide in this report not only an assessment of each project, but a model program the state may use in the future.

During the fieldwork, we found the following persons most cooperative and helpful. First, Dr. Alex Ladenson, Chief Librarian, the Chicago Public Library, graciously made himself and his staff available at all times. On Dr. Ladenson's staff we are grateful to Mr. Thomas Forte, Head, Department of Special Extension Services, Central Branch; Mrs. Katherine Freshley, Supervisor, Reading and Study Centers; Mrs. Arlene Chamberlain, Regional Librarian, West and Near South District; and Mrs. Eileen B. Lawrence, Librarian, Douglas Branch Library. In the suburban area, Mr. Lester Stoffel, Director of the Suburban Library System, was most helpful as was Mrs. Barbara Henderson, Director of the Target Community Project, and her staff. In the Peoria Public Library, Mr. William Bryan, Director, Mr. Ray Howser, Assistant Director, and Mrs. Lorette Evans, Director of the Score With Books Program, were most cooperative.

In the state, we worked with Mr. James F. Beasley, Associate Director, Illinois State Library, and he was always available for advice and consultation.

A number of people have read this report and provided us with valuable comments and suggestions. An alphabetical list of those persons who read and commented on the preliminary draft of the report appears on the inside cover page of the report. However, the responsibility for the contents of the report, rests completely with this firm.

Sincerely,

Mercedese M. Miller

(Miss) Mercedese M. Miller
Vice President for
Administration and Planning

MMM:els

HOW TO READ THIS REPORT

For a quick and simple summary of the study and its findings--read pages 1-6.

For the major findings of the study--read pages 5-6.

For an assessment of the Chicago Program, read pages 7-22.

For an assessment of the Peoria Program, read pages 23-28.

For an assessment of the Suburban Library System Program, read pages 29-41.

For a model program of library services to the disadvantaged, read pages 49-62.

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I. INTRODUCTION AND SUMMARY

A. The Purposes

Since 1968, the Illinois State Library has been supporting with federal funds,[1] a series of library projects for the disadvantaged. Up to 1970, the total cost of these projects has been about $800,000. Save for staff impressions and the submission of occasional reports, these projects have never been evaluated. The purpose of this study was to conduct, insofar as possible, an extensive evaluation of these programs.

B. Methods and Techniques

We employed several basic approaches.

First, we collected available materials, evaluations, and studies on the provision of library services to the poor. These materials were reviewed to provide insight into what appears to be crucial elements and factors of success within these programs.

Second, a staff member of the firm visited each project. During these site visits, project staff was interviewed and informal discussions were held when possible with patrons and others, such as housing project supervisors, poverty workers, and the like.

Third, each project was mailed a series of questionnaires[2] which inquired of staff characteristics, library data, and the like.

C. The Programs

In the summer of 1970, the Illinois State Library had three library programs operating within the state aiming to serve the disadvantaged. They are:

1. The Chicago Public Library: In Chicago, the project is the "Lawndale Project." This project is about to be terminated by the state (at this writing) and will be supported in the future by the state at the Kelly Branch Library in the Englewood area.[3] The Lawndale community is located on Chicago's near West Side and the Englewood community is located on the far South Side of Chicago. In addition to the Lawndale program, the Chicago Public Library administers several other efforts for the disadvantaged. Because they provide a unique approach, we decided to include the "Reading and Study Centers" in this evaluation even though these projects are not funded by the state.

1/ Title I, Library Services and Construction Act, (LSCA) Public Law 89-511.
2/ Sample copies of all survey instruments are contained in Appendix A.
3/ The Chicago Public Library, however, has agreed to continue the "Lawndale Project" with city funds.

2. The Suburban Library System: The Suburban Library System, representing some 56 libraries in communities in the southwest suburban area of Chicago, operates "The Target Community Project." This project is attempting to provide library services to four communities in Chicago's suburbs. It is also funded by the state with federal funds.

3. The Peoria Public Library: The Peoria Public Library's project is located in two communities in Peoria. This project, "Score With Books," is located in the Warner and Taft Public Housing Projects.

D. The Framework of This Evaluation

This evaluation starts with and follows several basic assumptions.

First, in a variety of social services--schools, police, hospitals, employment agencies, etc.--the poor often feel intimidated by middle class agencies and practitioners. In part, to overcome this intimidation, the agencies must take on a flavor and setting which is more comfortable to poor people. In terms of libraries, for example, an examination must be made of the staff and how they relate to the people served, the regulations which control the library, etc.

Second, in addition to examining the overall attitude and position of the library toward poor persons, successful libraries must be acutely aware of the needs of their clientele. For example, a typical library in one of the North Shore suburbs of Chicago will conscientiously seek out patrons' requests and order just about any item patrons request within reasonable limits. Patrons in such a community are comfortable and accustomed to seeking and making demands on their library and the library is accustomed to and comfortable in responding to the needs and demands of patrons. In part, this is due to the fact that in terms of cultural orientation, attitudes, and values, the library staff and the patrons are not far apart--they share the same cultural milieu. This is not necessarily the case when libraries serve poor persons. Libraries must go one step further than seeking advice--they must actively involve the poor in an educative process of what is available in the library setting. This might involve placing the poor and their spokesmen in power positions, vis a vis the library board, trips to museums, evaluations by poor persons of library services, and providing outside speakers.

Third, the general aim of a library is to provide materials and information for the edification and enjoyment of patrons. For middle-class audiences, reading is an accustomed way of learning and self-enjoyment. For people unable to read or living in circumstances where reading is not feasible (crowded rooms, poor lighting, uncomfortable furniture, etc.), the library must seek out other methods. In addition, the library which stresses reading for illiterate adults is not apt to be very successful with them unless and until these persons become literate. The library is thus faced with the question: Should it wait until the poor persons become literate before providing services to them or should the library seek out other methods of providing communication?

Fourth, in the general field of education, we see a great deal of emphasis on self-learning and self-discovery. In this context, more and more libraries are becoming media centers whereby the individual has available a variety of

approaches and media to enable him to cope with and keep abreast of our complex society. In some cases, this will be a need for pre-recorded tapes or records as a preference to books, and increasingly, it will be an emphasis on the part of individual patrons to produce materials and information that can best convey to him and to others his needs and problems. For example, a poor person wishing to call attention in his neighborhood to the need for rat control can, under ordinary circumstances, go to the library and receive reference assistance to identify the diseases carried by rats. When we emphasize self-discovery and individual learning in a multi-media approach, the same person not only receives the reference services, but he can obtain a tape recorder from the library to interview people bitten by rats or a video recorder system, plus a technician, to document what happens when people are bitten by rats. It does not take a great deal of speculation to conclude which of the two approaches will provide more effective and meaningful library services to poor persons.

This brings us to a fifth point: In providing services to poor persons, it will not be sufficient for libraries to open their doors and expect these persons to seek their services. Libraries must become advocates of the poor in the same sense that they are now advocates of middle-class communities. This will mean that libraries must actively seek out patrons in poor communities, identify with them in terms of their problems and needs, and attempt to provide the components of media, information, and materials which will best satisfy these needs.

A sixth and final point is the overall cultural setting in which the poor live--the environment and the intellectual and emotional impact of slum living There is no need in this study to review the literature and research pertaining to the impact of slum living on personal and social development, except to note: There is agreement among behavioral scientists that an individual growing up in a slum setting will often have these characteristics:

1. He often experiences inadequate intellectual and sensory stimuli.

2. He often lacks a sufficiently highly developed sense of auditory discrimatory ability and as a result, fails to catch gradations in syntax and grammar.

3. The slum household tends to stress nonverbal behavior.

4. The slum child often, when compared with middle-class children, has a poor attention span.

5. Limited perception of activities, things, and events beyond the immediate slum environment characterizes many slum children.

6. Poor and/or inadequately developed motivation is a major characterization of many slum dwellers.

7. Slum children have fewer toys than middle-class children.

8. Slum children and adults are often unable to deal effectively with urban institutions and agencies--the police, retail stores, etc.

There are a variety of other characterizations such as the tendency for slum families to be headed by the mother, unemployment (in July 1970, the unemployment rate for nonwhite youth was 30%, as opposed to 5% for the population as a whole), racism, the horror of slum living, etc.; these factors all suggest that new approaches are necessary for libraries.

Related to the above points is an additional factor. It will not be sufficient for libraries (especially in dealing with poor persons), to rely on traditional methods of "evaluating" library services. The collection of circulation statistics--however useful these may be with middle-class audiences--is practically useless with poor audiences. Libraries, in dealing with the poor, must be able to answer questions of these kinds: Are services being provided for the truly poor persons or are they being provided for the "more advantaged of the poor?" Are the services actually being used by poor persons? What kind of an impact are library services having on the poor, especially in terms of enabling them to cope with our complex society?

This overall set of principles provided the framework for our evaluation which follows.

E. Major Recommendations and Conclusions

All the projects reviewed here had strong and weak points. Generally, the strong elements are a vigorous commitment to the people served, emphasis on inexpensive paperback books, and collections of books stressing black heritage and culture.

The major weaknesses of the projects are the lack of effective program operating data, a lack of audiovisual equipment and materials, and failure of the projects to conduct extensive outreach in their target areas.

The idea of supporting experimental library programs for the disadvantaged is a very important one and should be strengthened and continued. In a later section, we describe a model program that the state might use to provide support for these programs in the future.

II. FINDINGS AND CONCLUSIONS

A. The Role of the State

1. Conclusions

In the projects funded by the Illinois State Library, the state has played a minimal role. For the most part, this role consisted of receiving the application for funds, reviewing the applications, and awarding funds. In two cases, Illinois State Library staff had visited projects and talked with some of the staff and patrons.

2. Recommendations

In the areas cited below, the state can and should play a more meaningful role in the operation and management of these projects:

a. The state should require the operating agencies to provide periodic progress reports.

b. The state should provide technical assistance to agencies in the form of assistance in the preparation of project proposals and providing specialized services in such areas as the use of audiovisual equipment and materials, community development, etc.

c. The state should require from the agencies, a detailed evaluation indicating the extent to which the projects achieve the goals specified in their proposals.

d. The state should develop a series of priorities for programs serving the poor. These priorities should indicate the extent to which the state wishes to support library programs for the disadvantaged in a given year. The areas to be served should include the Chicago area, the suburban Chicago area, the various metropolitan areas throughout the state, and especially the impoverished downstate areas. The people served should include the aged, institutionalized, white, nonwhite, and Spanish-speaking, as well as the urban and rural poor.

How these four recommendations can be carried out is described in detail in Chapter VII.

B. The Programs

1. Conclusions

The four projects studied here present a rich variety in terms of goals, approaches, methods, techniques, and areas of service. Each has strong and weak points. Some of the strong points in the projects are the following:

a. Local involvement: Almost all projects made a major point of hiring local people (that is, residents of the areas in which the centers were located) to staff the programs. This is a highly desirable feature because it enables the residents to identify with the program and develops improved communication between the projects and the residents.

b. Staff commitment: In almost every case, the staff involved in the project seemed to have a strong commitment to what they were doing and to the validity of trying to provide library services to the poor.

c. Relevant material: Staff were aware of the need to have materials that were meaningful to the groups served. For example, all the centers had fairly extensive collections of titles on black heritage, culture, etc.

d. Meaningful approaches: Almost all projects attempted to develop techniques that were suitable and appropriate to the groups served. Thus, some deemphasized procedures such as the collection of fines, emphasis on silence in the centers, and identification of patrons who do not return materials as "delinquent." Also, the centers generally were not overly concerned with the return of materials.

2. Recommendations

All programs contained areas in which strengthening or improvement would make the projects much more effective. Some are:

a. The variety of materials and equipment: The projects stress books. Very few make extensive use of audiovisual equipment and materials; this is a major weakness of these projects.

b. Nonbook materials: Few of the projects had subscriptions to newspapers--especially the kind poor people are apt to read--educational games, and tools for adults. This is related to the observation above regarding audiovisual equipment and materials and in both of these areas, all of the projects were particularly weak.

c. Outreach: The projects tend to open their doors and depend on patrons to avail themselves of services. With one or two exceptions, none of the projects went out into the community, rapped on doors, and delivered materials to individual patrons.

d. Program operating data: Almost all of the projects collect library circulation data. However, these data are not particularly useful in evaluating the projects. The projects could be strengthened considerably by collecting user data of a variety of kinds--we explain this in detail later.

e. Few were able to serve both youth and adults. Children constitute the largest user groups.

III. THE CHICAGO PUBLIC LIBRARY PROGRAMS

A. An Overview

The Chicago Public Library offers a variety of programs aimed at serving the disadvantaged. As might be expected, they vary in emphasis, nature, scope, quality, and purpose. For example, the central library publishes on an occasional basis, reading lists and bibliographies entitled Journey Into Black History, Black Culture, To Have A Dream, The Black Experience, etc. In addition, the library has a series of programs attempting to provide specific services to the disadvantaged community. We identified four such efforts.

One is underway in the Woodlawn area on the South Side of Chicago. This program, conducted out of the Woodlawn Branch Library is funded by a grant from the McCormack Foundation and is closely related to an experimental school decentralization program in the Woodlawn area. The Woodlawn population is predominantly low-income black.

A second program is a series of "Reading and Study Centers" operating out of four of the Chicago Housing Authority project developments. These developments are, for the most part, high rise projects; all provide housing predominantly for low-income blacks. The overwhelming majority of individuals living in the projects are children--about two out of three persons.

A third program sponsored by the Chicago Public Library is in the Lawndale community on Chicago's West Side and is located in an old neighborhood largely populated by low-income blacks in slum-type apartments. The Lawndale program is conducted out of the Douglas Branch library.

A fourth program is a federally funded project (federal funds provided by the state) to purchase materials on black history, etc.

The Lawndale program is the only action project for the poor in the Chicago Public Library supported with federal funds. This project was completed at about the time the field work for this study got underway. The city has received approval from the state to continue the project in substantially the same form in the Englewood Community (Kelly Branch Library). Since our charge was to evaluate only projects supported by the state with federal funds, the Lawndale program is the only one which falls within our responsibility. However, because the Reading and Study Centers seemed to be unique, we, on our own initiative and with the cooperation of the Chief Librarian of the Chicago Public Library, decided to include the centers in this study.

B. The Reading and Study Centers

The Chicago Housing Authority operates a vast network of public housing units about the city. These units, supported by federal funds and administered locally, aim to provide housing of a better quality for the poor than available in the slum setting. Some housing units are low-rise, garden-type, two-story apartment complexes. Others are massive high-rise buildings. For the most part, the housing projects are developments located in slum pockets of the city. Also, the overwhelming number of occupants are black--many of whom are women with young children.

A great deal has been said about the quality of life in housing projects in urban America. Many of the comments have been negative and there is no need to repeat them here, other than to briefly summarize some observations. It has often been said that public housing in large cities becomes vast overcrowded holding pens for the underprivileged and disadvantaged. They are confined to dense ghettos which isolate the occupants and prevent contact with other groups in the city. Some critics of public housing claim the apartments or dwelling units are much too small for the typical family unit. Other complaints have been made about the maintenance and management of the units--ranging from refusal and/or the inability of the management to keep up with maintenance needs such as broken windows, doors in need of replacement and repair, etc., to cavalier treatment of the tenants by the management. In addition, critics also make the point that these units are often badly policed and are generally cultural, social, and economic wastelands for disadvantaged people.

Reacting to such criticisms as these, housing authority administrators about the country have attempted a variety of experimental programs ranging from improved recreation facilities to better police protection to neighborhood-type centers and facilities.[4/] In a general sense, the Reading and Study Centers, administered and supported by the Chicago Public Library in four housing developments, can be considered an attempt to improve the quality of life in those units by bringing library services closer to the occupants.

Starting in March 1969, the Chicago Public Library, with the cooperation of the Chicago Housing Authority, opened four Reading and Study Centers in four housing developments on Chicago's South Side. Table I presents data on these centers.

Table I.

READING AND STUDY CENTER LOCATIONS AND PATRONS SERVED IN CHICAGO HOUSING AUTHORITY HOUSING PROJECTS

Location of Reading and Study Centers	Date Center Opened	Number of Units in Housing Project	Number of Children Served in Project	Number of Adults Served in Project
Ickes	March 1969	9	2,300	1,700
Rockwell Gardens	May 1969	31	4,000	1,300
Robert Taylor Homes	June 1969	14	8,500*	1,500*
Stateway Gardens	January 1970	8	5,000	2,300

* The Robert Taylor Homes house about 40,000 people; however, the center serves an area housing about 10,000, of whom about 8,500 are children.

4/ A recent report, not yet available, evaluating social services in Chicago Housing Authority public housing projects, apparently recommends a vast improvement in a variety of social service programs. See: Chicago Tribune, July 28, 1970.

The centers are all located in apartments donated by the Housing Authority. In the Ickes development, for example, the center is located in a major traffic area in a first floor unit. In the Robert Taylor Homes, the center occupies two apartments--one on the first floor and one on the second--and has use of a meeting room on the first floor. Some remodeling has been done to the apartments to accommodate the programs. The pattern in a typical center may be to turn a bedroom or two into a study area for children with about six study carrells; another bedroom or the living room might be set aside as an adult room and the kitchen may be the office of the center and the children's room.

In part, the centers are viewed as an experimental "alternative" to branch services and are willing to "change any rule or tradition."5/

> ". . .centers were conceived as an alternative to branches in inner-city areas where library use normally is low. We were motivated by the concept that informal centers brought close to the home would be a method of reaching non-library users. We hoped to discover special barriers that the present structures held for inner-city poor. We then hoped to create a structure that would attract these people, structures that served their specific needs, if possible, and that bridged the gap between the traditional middle-class oriented institution and the poor black community. We were willing to change any rule or tradition and were willing to ask any questions about our own relevance to this group."6/

For the most part, the collection of materials within the centers is paperback books. They are attractively displayed along the walls of the centers with the fronts facing the viewer. The centers are decorated with posters and arts and crafts work produced by children visiting the centers. In addition, the centers contain a variety of decorations on the windowshades, windows, doors, etc.--all designed to set the centers apart as something other than drab apartments.

The centers are under the management of the Department of Special Extension Services within the Chicago Public Library. The director of this department reports to the Assistant Director for the Central Library. Within the Special Extension Services Department, the centers are managed by a "Supervisor of Reading and Study Centers." This person has the responsibility for managing the day-to-day affairs as well as long-range planning and programming of the centers. The present supervisor is a professional librarian and has a staff of about 27 persons reporting to her.

Each of the four centers has a staff consisting of a director (classified as a Library Assistant II) who is paid about $6,400 per year and two to three Library Assistant I positions paid about $5,300 per year. A center may also employ high school students and a janitor and have the services of one or more trainees provided by the Neighborhood Youth Corps. The 27 employees in the various centers, for the most part, are black and female; eight are men, of whom four are janitors and four are pages.

5/ C.H.A. Reading & Study Centers, (mimeographed section taken from 1969 Annual Report, 1970) p. 13.

6/ Ibid.

The centers aim to provide services to anyone who walks in, but are structured to serve primarily children and the residents of the building in which the center is located. According to staff members, about half the "patrons" are residents of the building in which the center is located.

The centers aim at flexibility. The term "center" is used because it is thought that the word "library" would be threatening.

As we noted above, staff reports indicate a willingness "to change any rule or tradition and. . .to ask any question about our own relevance." The programs report a variety of innovations:

> "Traditional concepts like fines, date dues, Dewey classification, standard hours, professional staff, insular operations, library cards, hardcover collections, and dividend adult and juvenile collections were junked. The centers were transformed by bright colors and paperbacks into warm, happy oases within a drab environment."7/

Borrowers are not fined for not returning books nor are they called "delinquent" when they have overdue books. Also, the centers minimize classification and cataloging; paperbacks are not classified or cataloged. Hardcover titles were once classified as "ANF" (Adult Non-Fiction), "AF" (Adult Fiction), "JF" (Juvenile Fiction), etc., but this process has been discontinued because, according to the staff, it was "useless."

None of the center staff members are librarians. Indeed, one of the prerequisites for becoming a staff member in a center is that the person must be a resident of the housing development. Another aspect of the flexibility of the centers is that the staff must have a genuine interest and warmth toward the people using the center. Also, the center staff seems to be strongly oriented toward ascertaining the kinds of programs and activities that will be of greatest interest to the participants.

The major focus of the centers is books. The center in Robert Taylor Homes, for example, has a collection of about 8,500 titles, the majority of which are paperbacks. Within this group, by far the most dominant group of titles concerns black heritage, black culture, books of general interest to black persons, and "how-to-do-it" books.

The centers offer a variety of programs such as: a graduation dance for elementary school graduates, sewing classes for mothers, a consumer information program, reading clubs, a marching group for young boys, General Educational Development classes, reading clinics, tutoring programs, space for studying, etc.

One basic aim is tc "provide a space for private study"8/to compensate for the overcrowded living conditions in the projects.

7/ Ibid., pp. 14-15.
8/ Ibid., p. 13.

"A dramatic example of overcrowding can be found in the Robert Taylor Homes which have apartments with a maximum of 3 bedrooms and yet the average amount of children is 5 per family. Shown a different way, the center serves a 3-block area that contains 8 seventeen-story high rise buildings and has over 8,500 children."9/

Other efforts include staff training programs which attempt to broaden the intellectual backgrounds of the staff to enable them to deal more effectively with poor children and to develop understandings of the effects of slum culture. From what we were able to ascertain, the local staff are free (within broad limits) to develop almost any kind of program that will attract people to the center.

For all practical purposes, the major users of the centers are the following: elementary school children, junior high school students, adult women, a sprinkling of high school youth, and finally, adult men, respectively.

Obviously, the staff has a broad view of the role of the centers.

"We consider activities like trips, Sesame Street, and educational games legitimate activities for the centers. We feel we exist not only as an information agency but as a community agency that is concerned with the educational development of the residents. We are not only promoting reading but all communication skills that include. . .visual stimulation like films, photographs or pictures, arts and crafts and trips; and listening and writing activities. If we can help a child to express himself by any form then we are reaching him and making inroads. We feel we are. . .part of the community; therefore, our staffs are constantly working outside of the centers usually before working hours technically begin. Many meetings might not relate directly to the centers' operation but all these meetings make more people aware of the centers or the centers more aware of the community's needs. We are an agency that as part of the community cares about the quality of life in the community. The longer we work out in the community, in addition to our library work, the quicker the residents will consider us genuine residents and we will gain their trust faster.

"Another. . .program is. . .Career Club which is presently open to high school students interested in college. They meet weekly and invite speakers who counsel, recruit, and even find financial assistance. Presently about 15 teens attend.

"Other activities. . .are story telling, camera clubs using cameras. . .arts and crafts, educational games, school visits to the centers, film programs, teen talks. . .teacher corps volunteers tutoring. . .teachers from nearby schools volunteering time. A tutoring project using 8th and 9th grade students. . .failed because the teens enjoyed the concept of. . .tutoring. . .more than actual tutoring.. . .story telling sessions are not as successful as informal groups formed after the children arrive at the centers. Mrs. Freshley worked closely. . .promoting NET's "Sesame Street" in the neighborhoods.

9/ Ibid., p. 14.

"Trips have been (an). . .activity of the centers. Many children have very limited experiences beyond their communities and an essential element of our program is broadening the child's world. About 50 children weekly took trips from each center in the summer. The Honor Roll readers, 40 books or more, were given first opportunity to travel. Busses were provided by the Dept. of Human Resources' Project Reach Out on a fairly regular schedule. During the fall small trips using public transportation were made by the camera clubs who take photographs and then write stories about their experiences. Using public transportation is a learning device in itself as most children have no concept of travel in Chicago."10/

A summary of the programs offered in the centers includes:

Table II.

PROGRAMS OFFERED IN EACH OF THE READING AND STUDY CENTERS1/

Project	Ickes	Robert Taylor	Rockwell Gardens	Stateway Gardens
Sewing classes		X		
Movies for children	X	X	X	
Movies for adults		X		
Senior citizens			X	
House calls			X	X
Arts and crafts	X	X	X	X
Recreation	X	X	X	
Field trips	X	X	X	X
Tutoring	X	X	X	X
Alcohol counseling				
Reading readiness	X	X	X	
Ceramics				
Weaving				
Phonics		X		
Spanish-speaking program				
Drama		X		X
Adult education	X		X	
Community education	X		X	
Black heritage	X		X	
Story hours	X		X	X

1/ An "X" denotes existence of the activity.

The popularity of the programs, as reported on questionnaires completed for the study, varied from center to center: In the Robert Taylor Homes, the most successful programs were:

"Black Culture. Our teens are curious about Black Ancestry and love all films and programs regarding this subject."

10/ Ibid., pp. 22-24.

In the Ickes Center, most successful are:

> "Art, because art is something everyone feels he knows how to do."

Least successful at Ickes were:

> "Adult educational programs, advisory boards made up of adults and young adults."

The Stateway Gardens Center listed their most successful and unsuccessful programs as:

> "Art and Craft" Because it help the children use books for other things except for just reading. And they really enjoy doing these things. Story Hour: Because now since we learn how to do story hour every body seem to enjoy reading as well as listening."

> "Drama--I don't think that enough time and efforts was put into it."

Some of the centers have developed other programs. For example, at the Ickes center:

> "College Board Programs aimed at getting information to youngsters in the community about opportunity available to them and also taking a direct stand in helping them to get their as a result of our efforts five students will go to college this September.(Mod-Prom) a dance for elementary school graduates from five schools in the community. 362 students attended and 35 adults chaperoned."

If we use persons registered or cards issued as an index, we find, as Table III indicates, no consistent patterns from center to center. Some centers (Robert Taylor and Stateway Gardens, for example) seem to be leveling off in the number served and others seem to be growing. However, there is no way of moving with any degree of certainty--the turnover rates in the project might be an important factor, use in certain months may vary, etc.

Table III.

REGISTRATION IN READING AND STUDY CENTERS FOR SELECTED MONTHS IN 1970

Months	Ickes	Robert Taylor	Rockwell Gardens	Stateway Gardens
January 1970	30	116	32	509
February 1970	20	75	45	318
March 1970	15	40	23	365
April 1970	24	102	18	186
May 1970	32	66	31	84
June 1970	78	68	55	64

The major strengths and weaknesses of the program are:

Major strengths: Three characteristics of the reading and study centers stand out as strong points:

1. There is an obvious commitment on the part of the staff from the Director of Special Extension Services down to the workers in the centers that their work is exciting and important. These people do not impress an observer as bureaucrats going about their work according to hard-and-fast rules.

2. The staff seemed to have an obvious interest, flexibility, and willingness to try just about anything that might increase the effectiveness of the centers. They do not speak in terms of usual librarian/patron relations and/or responsibilities and duties. They speak of their jobs and of themselves as having a responsibility to persuade people to use the services of the centers and to provide the centers with the kind of materials, equipment, and programs that are of interest to the patrons.

3. The operating staff consists of all local residents and this contributes greatly to the program. The staff has lived and apparently continues to live in the housing developments in which the centers are located. Thus, they are familiar with the patterns of relationships within the development, the problem children, and the residents of the development.

Major weaknesses: The major areas in which the centers can be strengthened are:

1. The centers are too strongly book-oriented. Save for arts and crafts-type programs, the major focus and dominant theme of the centers is the use of books and for the most part, paperback books. The centers should have access to a variety of audiovisual equipment--which we discuss later.

2. The name--"Reading and Study Centers"--may convey the image of service only to children.

3. The center staff (that is, the management and operating staff) are classified as temporary employees by the Chicago Public Library. The library should view the employment of these approximately 27 persons as an excellent opportunity to develop new career lines within the library. For example, if the center staff has an opportunity for extensive in-service training (beyond the monthly sessions now available), there is no reason why they should not be integrated into the entire system. Thus, it is important that these employees be included in the established career patterns within the library.

4. There is a tendency in the library field--and the Reading and Study Center program is no exception--to measure the effectiveness and value of library services by circulation data. Such data are almost meaningless in programs such as those studied here. A variety of other kinds of data should be available

such as what kinds of people use the center (do the programs attract nonreaders, for example, and would one expect elementary school children to participate in the center activities, but not high school dropouts). Therefore, participation by specific groups such as high school dropouts, adult men, and other hard-to-reach groups should receive attention. Also, circulation data may not be as important as user data. For example, data should record the number and types of children who come into a center to study or talk with a staff member.

5. The centers, for the most part, tend to serve residents within the same unit in which the center is located. This suggests that the centers should begin to develop sub or satellite centers. These might take a variety of forms, including asking residents of other developments to provide space for a shelf for rotating books and materials.

6. The centers rely too heavily on the initiative of residents to use the services. In all probability, services could be greatly enhanced if the staff would engage in outreach activities such as housecalls to residents in the developments urging them to come to the centers. Also, shopping carts could be loaded with books and materials and housecalls made to houses and apartments offering materials.

7. The programs should make a concerted effort to reach out-of-school youth and men. This will require the development of special emphasis programs such as hiring men, offering job clinics, circulating tools to repair automobiles, etc.

C. The Lawndale Project

The Lawndale community in Chicago is an area of about five and one-half square miles located west and slightly south of Chicago's loop. It is bounded on the north by the Eisenhower Expressway, on the south by Cermak Road, on the west by Cicero Avenue, and on the east by Western Avenue. About 95% of the population is black. The area is an old Chicago community with more than its share of social disorganization and community problems. It contains vast slums and vacant stores and buildings in various stages of decay. There are pockets of solid-working-class and lower-middle-class families in the community.

The public library in the area is the Douglas Branch. It is located almost in the center of the Douglas Park community in the heart of a major slum area. The library is a solidly built structure about 40 years old.

In early 1968, the Chicago Public Library proposed to the Illinois State Library, for funding under Title I, LSCA, an experimental neighborhood library program at the Douglas Branch. The proposal contained these key elements:[11]

11/ See letter of February 2, 1968, from Alex Ladenson, Acting Librarian, Chicago Public Library to Mr. deLafayette Reid, Deputy State Librarian, Illinois State Library, Springfield, Illinois, with attachment entitled "Proposal for the Establishment of a Neighborhood Library Center in the North Lawndale Area of Chicago," 4 pp. (Mimeographed).

First, the "book collection will be predominantly in paperback form, and will be carefully selected to meet the reading needs, abilities, and interests of the persons to be served." The proposal further noted that an emphasis would be placed on the Negro in American history, current periodical literature at suitable reading levels, and reference materials appropriate to juveniles and adults. In addition, the proposal requested that a film projector and screen, a movie "mite" model, record players, tape recorders, and a television set be part of the equipment. In addition, games and crafts materials were to be available. Finally, the proposal requested a mobile book van equipped with books and a loudspeaker and film projector and screen to use in the project.

Second, the proposal noted the groups to be served: Programs involving storytelling, picture books and films, action games, etc., would be developed for pre-school children as well as activities for parents. In addition, the proposal described a variety of programs for elementary school children. Also, films, speakers, and discussion groups would be provided for teenagers. Finally, the program would serve adults. Activities would include English for foreign language-speaking adults, literacy classes, etc.

The proposal in general aimed to provide a "Neighborhood Library Center" to serve as a pilot project for experimental and innovative programs for reaching the "culturally deprived in the community." The "new approaches, techniques, and procedures" to be developed in the program were to be "evaluated for use elsewhere in other agencies in the system in similar communities." The cost of the project to the state in federal funds was $160,000 for the first year's operation. Of this, $121,000 was budgeted for some 20 staff positions, $25,000 for books and other materials, $12,000 for a mobile unit, and $2,000 for equipment.

The Lawndale project was completed in the Spring of 1970 and a similar program is about to get underway on the far South Side of Chicago in the Kelly Branch (Englewood community). According to library staff members, essentially the same proposal has been submitted for basically the same kind of program as operated in the Lawndale area.

The Lawndale project got underway in October and November of 1968. The first effort was a renovation of the basement of the Douglas Branch. An auditorium was rebuilt to provide a kitchen and meeting rooms in the basement. In addition, a variety of equipment was purchased.

Following this, one of the first steps was to select an advisory board to guide the project. Included were district school superintendents, staff members from the Urban Progress Center in the community (the local OEO neighborhood center), PTA parents, etc. The board contained about 12 members and met three or four times during the life of the project. Discussions with the project staff suggested that the advisory board did not play a vital role in the program after it got started. It does seem, though, that the school people were the most vocal and best organized on the committee and brought to the committee highly developed project ideas. As a result of this, the busing program for school children became the major element of the project.

The program used a "shotgun" type approach--it aimed at the entire Lawndale community. The staff quite readily admit a high degree of success with elementary and pre-school children, almost no success at all with adults and out-of-school youth, and limited success with high school youth. Also, the program did not attempt to measure the extent to which it was reaching the really hard

core disadvantaged versus the mildly hard-core or privileged and relatively affluent working class.

There are three major elements or components to the Lawndale program--the busing of children to the library, the utilization and display of a wide variety of black heritage and black culture materials, and the sponsorship of a variety of group activities.

First, the busing program: According to literature produced by the project, a district school superintendent was the major sparkplug for the busing program. He felt that introductory and casual trips to the library do not have a significant impact on the children and that more prolonged and in-depth experience is necessary to encourage and develop library habits in children. Therefore, his idea was that school children should be bused to the library over a relatively long period of time and at periodic intervals. They should be encouraged to use the library, check out books, etc. A statement, apparently prepared by the library indicated:

> "This experiment will be closely evaluated. The schools will use the reading scores as a measure and the Library has agreed to keep a separate circulation count for these classes and to try and learn the students so that they can tell if they return on their own."[12/]

The library sent a letter with six questions to all the teachers whose classes participated in the program. The letter asked if the program was "an aid to your school," if it helped "in raising the reading scores," if the children look forward "to the new experience," if the children will "continue" the program, and if the program "could have been improved." Some 13 responses were available to the study staff--for the most part, they were short hand-written letters from the teachers. Some typical responses were:

> "The Program has also helped in outside reading; children now bring in books, (also make book reports weekly) that they buy or borrow elsewhere.

> "The program has aroused great interest in books. Some pupils' reading scores have been raised." (010)[13/]

> "I. . .feel that the library program is an asset to the students educational goals. It enhances his reading ability and also raises his reading scores. It gives the child an opportunity also for self-expressions and selections. So let's keep up the good work (the library program) in this deprived area, so we may produce better thinkers and readers for a bright future tomorrow." (006)

12/ "Report on Busing Plans for Douglas Neighborhood Library Center," (undated) p. 1 (Mimeographed).

13/ Numbers in parentheses are case numbers arbitrarily assigned to the responses by the contractor.

"The children only went to the library mobile truck once. They found this very exciting. They just wish it could have been there more. The library took too long to send back new library cards." (001)

"Why couldn't there have been an easier way for the pink slips (the process of getting a library card) to be filled out. Most of the children didn't get a library card because every time they would carry a pink slip home to be filled out it would be wrong and the teachers would have to send it back home. Some of them never did bring the cards back." (004)

"The boys and girls liked the selection of books available. The feeling among boys and girls were the caravan was too crowded. They stated many books were in need of repair. Also, many voiced the opinion that the caravan was too hot." (008)

"The trip to the public library has been a very rewarding and educational experience for the students. . ..

"A wide variety of relevant books pertaining to the struggle and aspirations of Black People are available to them. Due to the fact of this relevancy, students with very low reading scores have taken books from the library and read many of them. After quizzing the students on the contents of the books, one can readily observe that they have comprehended much of the material in the books. As a result, there is a tendency for the students to do better work in those subjects which require a large amount of reading, such as social studies, science and English.

"Without this busing program many of our students would not be able to attend this facility in their neighborhood because of intimidation from street gangs. Because of the limited capacity and shortage of books at the school's library, it is not an opportune place for the development of practical and good library habits. Not only are the students familiarized with the card catalogue, but they have a chance to practice what they have learned from filmstrips and other demonstrations at the library." (007)

The busing program has had a specific impact. In 1969, a total of 14 schools participated in the busing program and as a result, nearly 13,000 books were circulated and about 11,000 children visited the library. This component of the project has had a dramatic effect on the circulation statistics produced by the Douglas Branch. For example, during the first four months of 1969, circulation in this branch jumped by some 300%, and the 1969 circulation figure was some 80% higher than 1968.

Table IV.

CIRCULATION DATA FOR THE DOUGLAS BRANCH OF THE CHICAGO PUBLIC LIBRARY, 1968 and 1969

Group	Circulation by Year 1968	1969
Adults	15,151	22,652
Juveniles	12,781	26,315
TOTAL:	27,932	48,967

About 70% (about 14,000) of the total increase is in juvenile circulation, almost all of which comes from the nearly 13,000 titles circulated as a result of the busing program. There are no definite explanations for the approximately 50% increase in adult circulation, except perhaps the mobile unit.

These data should be used with extreme caution:

First, circulation data in general are of limited value. They do not tell us the kinds of books circulated or whether the books are read. And in this case, these data do not tell us about the people who circulate the books. Are they poor people? How many children checked out one book, four, five, or six books?

Second, these data, especially that attributable to busing do not tell us whether or not the busing opportunity inculcates in children reading habits that will continue when the busing stops.

Third, what kind of children received priority in the busing program? From what we could judge, school principals decided whether or not a school would participate and selected the classes in a school which would be bused. Apparently, entire classes were bused. From what we could ascertain, the busing program did not attempt to identify, recruit, and serve poor children per se--though, of course, most people in the Lawndale area are poor.

Finally, there are no data indicating whether or not the busing had an impact on the reading levels of the students or of the overall effectiveness of this program. There are some doubts on the part of the staff, because they claim that tension in the community, such as violence, gang boundaries, etc., keep children from the library and that what the busing really does is make it possible for children to come to the library who normally would not because of social disorganization in the community.

As part of the busing program, library staff visited the schools and described the use of the library, explained the card catalog system, told about books available in the library, and the like. In all probability, these kinds of contacts build up some rapport between the school personnel and the library.

According to library staff in the Lawndale area, the school libraries are hopelessly inadequate. Thus, the only kind of library services available to the children must come from the public library. What this means is that the busing component subsidized an inadequate school library program in the Lawndale community. This is not necessarily undesirable if it leads to corrective

action on the part of the school system. There is no indication that it did. Thus, the Chicago Public Library probably missed a marvelous opportunity to trade its busing program for a promise from the Board of Education to upgrade libraries in the Lawndale schools.14/

The second major component of the project has been a marked stress on books relating to black experience. For example, both the adult section and the juvenile section of the Douglas Branch contain a variety of effectively displayed materials on black history, black culture, black heritage, and the like. In 1969, some 5,000 paperbacks (many dealing with black problems) were added to the collection. The question is the impact of this special collection. Presumably, it was purchased to serve the disadvantaged. There is no evidence to the contrary, but we emphasize that the collection does serve the disadvantaged. If books are shelved and await patrons on a first-come-first-served basis, then there is no assurance that the disadvantaged will get there first. Experience in a variety of other programs designed to serve the poor--job training, health centers, neighborhood programs, etc.--all document this fact: unless the poor are singled out and special efforts are made to reach and serve them, the more advantaged of the poor or the working class will seek out and receive the services. The poor are not apt to take the initiative.

Audiovisual materials (for the most part, records) were not circulated and according to a staff report, "no one seemed interested enough to request them so they were not pushed."15/

A third major component of this project which was made possible by the renovation of the building consists of a variety of neighborhood programs conducted in the library. For example, in June 1969, some 42 groups involving about 830 individuals used the library.

In June 1970, 26 groups involving about 608 individuals used the library. These groups ranged from school activity groups to fraternal lodges, writer's workshops, etc. From what we could judge, the overwhelming number of groups were not organized by the library, but used its facilities.

The staff: The original proposal to the state for LSCA funds presented a budget of about $160,000, of which nearly $122,000 was budgeted for staff. According to library officials, of the positions requested, some were not filled.

14/ Title II, Elementary and Secondary Education Act (P.L. 89-850) which provides schools with funds for libraries, requires coordination between Title II projects and Title I, LSCA (P.L. 89-511) which funds the Lawndale project. Apparently, this did not occur.

15/ Eileen B. Lawrence,"Douglas Branch Neighborhood Library Center 1969 Yearly Report (1969)"p. 5-2 (Mimeographed).

Table V.

REQUESTED AND ACTUAL STAFF PATTERNS FOR THE LAWNDALE PROGRAM

Requested Positions[1]	Status of Positions[2]
1 Project Director	The Director of the Douglas Branch was assigned "Acting" Director of the project
1 Librarian, Adult Program	Duties assumed by the Director of the Douglas Branch
1 Librarian, Young Adult Program	Filled for a few months
2 Librarians, Children's Program	One filled One not filled
1 Community Coordinator	Filled
3 Community Field Librarians	Not filled
3 Library Technicians	Four and one-half technicians were used
4 Library Clerks	Two were used
4 Library Aides and Pages	Filled from existing staff

1/ One caravan driver and one full-time guard (not requested in the budget) were hired. The information in this column was taken from "Proposal for the Establishment of a Neighborhood Library Center in the North Lawndale Area of Chicago" (submitted to the Illinois State Library, February 2, 1968) p. 4.

2/ Information in this column supplied by the staff of the Chicago Public Library.

Insofar as we could judge, the program used existing staff for the principal positions in this project. This is not a serious matter if the staff assigned to this project were replaced in their original jobs and if suitable specialized personnel were available. On the first count, it appears staff were not replaced. On the second count, we think the program would have been much more effective if it had had the services of audiovisual technicians and more trained community development specialists.

This program, except for the busing component and the advisory board, was too isolated from the community. The Library Technicians and the Community Coordinator handled the outreach services and community development activities in addition to their own duties. Consequently, community contact was limited. According to the annual reports submitted by the branch, the library staff participated in seven outside groups or organizations in 1968, and in 1969, the staff participated in nine groups.

The strengths of the project:

1. The circulation of the library has obviously increased.

2. Busing children to the library is a good idea.

3. The director of the Douglas Branch is obviously a committed person.

4. The special collection on black heritage is a good one.

The weaknesses of the program:

1. Program operational data are inadequate.

2. The program made too little use of audiovisual equipment and facilities.

3. The program had a weak outreach component and relied primarily on patrons' initiative, support from the schools, and the bookmobile.

4. The program is much too traditional, especially in terms of fines, applications for cards, etc.

D. Some General Observations About Library Programs For the Disadvantaged in Chicago

As we noted earlier, Chicago is offering a variety of programs for the disadvantaged. They are all in different divisions or units and are not coordinated in any way. One staff member noted "We're all doing our own thing." The Martin[16/] report claims that the poor are receiving a disproportionate share of library services in Chicago. For these and other reasons, the library should give serious consideration to establishing a special unit within the Chicago Public Library headed by an Assistant Director to coordinate, plan, evaluate, and establish program priorities for serving the poor. This unit should have the services of consumer education specialists, audiovisual specialists, community organization specialists, and materials development specialists. A centralized effort like this would strengthen the program studied here.

These programs should be coordinated with services and activities offered not only within the Chicago Public Library, but also services of the Chicago Board of Education, the local poverty program, etc.

Effective library programs for the poor will require considerable experimentation and innovation in at least these areas:

1. Staff specialists in such areas as audiovisual production and utilization, community development, and evaluation.

2. A strong emphasis on use by the poor of audiovisual materials and equipment as learning devices.

3. The further decentralization of services beyond the present "Reading and Study Centers" to a scheme whereby a single housing unit receives services, for example.

4. Considerable funds.

16/ Lowell A. Martin, Library Response to Urban Change: A Study of the Chicago Public Library (Chicago: American Library Association, 1969) 320 pp.

IV. THE PEORIA PUBLIC LIBRARY--THE "SCORE WITH BOOKS" PROGRAM

A. An Overview

Peoria is the third largest city in Illinois with a population of about 130,000. It is located in the north central part of the state in a substantial and varied industrial community with industries, such as farm implements, alcoholic beverages, and a variety of assembly factories. The surrounding area is rich farmland. The public library has, in the last few years, moved into a new building located in downtown Peoria. The library has six branches and is the headquarters for the Illinois Valley Library System, one of the 18 library systems in the state. This system covers Peoria, Woodford, Tazewell, and Mason counties. The counties have a total population of about 375,000, and the system represents about 30 libraries.

B. The Program

The Peoria Public Library submitted to the state in October 1968, a proposal entitled "Score With Books." It called for a two and one-half year program at a total cost of $157,860. The project started in April 1969,[17] with the opening of a center in the Taft Homes--a project of the Peoria Housing Authority. The second center was opened on June 1, 1969, at the Warner Homes, also part of the Housing Authority. These two centers are the main components of the program. The project has a director who reports to the Assistant Director of the Peoria Public Library.

The director is not a professional librarian; she has been involved in Head Start and poverty-type settings. She has a strong commitment to the people the program is designed to serve, is able to communicate with them, and apparently has gained their confidence. The Assistant Librarian for the Peoria Public Library, who has overall policy responsibility for the program, seems genuinely concerned and interested in the project and from what we could judge, participates extensively in the program.

The Taft Center: This book-study center (the proposal stated "library-study centers" but according to staff, centers are now called book-study centers) is located in a 360-unit public housing project on Peoria's near North Side. The overwhelming proportion of the tenants are black. According to the Peoria Housing Authority, the average gross family income in 1969 was $2,520, and the average number of persons per family was 3.3, with 2.1 children per family--obviously a poverty community. The project is a tight, densely populated cluster of garden-type apartments. It has a turnover of about 20%--69 new families were housed during calendar year 1969. In addition to the book-study center, the Taft Housing Project offers a legal services program funded by OEO, a YMCA streetcorner project, and a garden club. According to the Annual Report of the Public Housing Authority, some 284 meetings were held in the housing project community facility in 1969.[18]

The book-study center is on the second floor in the administrative unit. The first floor contains the project office where tenants come to make complaints, pay their rent, etc. Also in the unit is the office of the OEO Legal Services

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17/ According to the staff, funds were not made available until September and this caused difficulties in getting underway.

18/ Peoria Housing Authority, "1969 Annual Report Supplement" (undated) p. 1. (Mimeographed).

Program and the community meeting room. The center is ideally located not only because it is in the administrative unit of the project, but because it is centrally located in the project as a whole. The center has two rooms, each approximately 25' x 40'. The main room has two tables with space for about 15 people to sit and several study carrells. The room is air conditioned. Paperback books are attractively displayed along one wall. According to the staff, the collection is "balanced," and includes the latest books dealing with black culture and heritage. The center has two or three cassette recorders and 30 to 40 cassette tapes dealing with materials for children. Cassettes are very popular, and according to the director, children and adults alike at one time would erase the pre-recorded cassettes in order to record on them to hear their own voices. The center has recently purchased blank cassettes for the patrons to use.19/

The center is open from 1:00 P.M. to 8:00 P.M. Monday through Thursday and from 1:00 P.M. to 5:00 P.M. on Friday. It is closed on Saturday and Sunday.

The staff consists of two women who each work 20 hours per week, two high school boys who work 20 hours per week each, and one school teacher who is working full-time during the summer. The school teacher conducts storytelling hours for small children. The women managing the center are paid $2.19 per hour and the high school boys are paid $1.30 per hour.

For the most part, the program offers library services for people who seek out the service save for the mobile unit which has developed imaginative ways of reaching groups of people (i.e., a tavern stop). The project, insofar as we could judge, does not seek out--especially outside the housing project area--patrons on an individual basis.

The Center offers these activities:

--weekly movies for children

--movies for adults

--arts and crafts for children

--story hour programs

According to staff, the most successful of these programs is the "movies for children;" least successful is "adult movies" because, "the older people won't come out at night and the ones that could are usually working."

The Taft Center has 660 registered borrowers--there are about 1,200 persons living in the project. Therefore, slightly more than half the people living in the project are registered with the center, if all the registered borrowers are residents. The number of new borrower's cards issued averages about 18 per month and may be starting to decline.

19/ This is a good example of one of the seemingly unimportant, but really a most important function that libraries can provide poor people. Hearing his own voice on a tape recorder is a liberating experience for a poor person because it enables him to hear himself as others do and thus develop a more realistic conception of the impact that his voice, tone, dialect, etc., may have on others.

In addition to some audiovisual equipment, the center houses about: 1,000 juvenile books, 1,200 adult books, 20 art prints and posters, and 50 magazines, as well as educational games and newspapers.

The Warner Project: The Warner project is located in a public housing development on the South Side of Peoria. The project contains 487 units. The average annual family income for the tenants in 1969 was $2,481; the average number of persons per family was 2.3; and the typical family averaged 1.1 children. It is also populated largely by blacks, but it gives the impression of being a much more spread out and less densely populated community than the former. In the project, there is a public aid office, a YMCA program, garden club, sewing club, etc. Last year some 280 meetings were held in the community office.20/ Also, there is an Office of Economic Opportunity Neighborhood Center, human relations office, and NAACP tutoring program near the Warner Homes. The library program in the Warner Homes is reasonably well located in the project as a whole: it is housed in a two-story apartment located near the main office of the project.

The general layout of the book-study center in the Warner project is very much the same as in the Taft project. The books, as in the previous case, are mostly paperback and interestingly displayed. There is a considerable amount of art work, prints, and the like on the walls.

The center is open from 12:00 noon to 8:00 P.M. on Sunday through Thursday and from noon to 5:00 P.M. on Friday. It is closed on Saturday.

As in the case of the Taft center, the Warner center also offers services to patrons who take the initiative to come into the center. This center offers reading and tutoring programs for young children much the same as those offered in the Taft project.

It offers these activities:

--movies for children

--movies for adults

--arts and crafts

--drama club

--story hours

In addition, the center has sponsored such activities as "rock displays," "chalk-ins" (a parking lot is set aside for children to draw pictures with chalk), talent clubs, etc.

About 560 registered borrowers21/ are in the center files with an average of

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20/ Peoria Housing Authority, op.cit. p. 1.

21/ If all the registered borrowers are living in the Warner homes, the center serves about 35% of the total number living in the project.

about 25 new borrowers each month. Materials include 517 juvenile books, 1,188 adult books, 12 art prints and posters, 363 magazines, and some newspapers.

Bookmobile Services: A bookmobile is available and is on the road four days each week. In addition to stopping at playgrounds and other places where youth congregate, the bookmobile visits a tavern which is a major hangout in one of the slum areas. The tavern stop has been exceptionally popular. Also, the bookmobile stops off at a barbershop, a beauty shop, and a liquor store to leave books. A staff member visited the barbershop and was impressed with the small, but effective display of 30 to 50 paperback books and the artwork displayed on the walls. The barber takes a very keen interest in the library program and apparently manages it in a very effective manner.

In May 1970, the bookmobile circulated about 360 titles.

C. The Programs in General

The basic aim of these programs is "not to find new library users, but to start with a more basic need--to help people of all ages discover that reading can be fun and profitable."22/

The difference in assisting people to discover reading as "fun and profitable" and "finding new library users," is not clear. It would seem that one would flow from the other. Then, there is the question (as in all the projects reviewed here): Are those served by this project "discovering reading" or are the people served already motivated to read? There is no evidence to support either claim. However, both centers have attracted considerable numbers of people. From the report noted above, we have the data in Table VI.23/

Table VI.

SELECTED CIRCULATION AND ATTENDANCE DATA FOR THE TAFT AND WARNER CENTERS

Selected Months 1969	Books Circulated				Attendance			
	Taft		Warner		Taft		Warner	
	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile	Adult	Juvenile
April	394	1,238						
May	359	988						
June	252	590						
July	132	357	165	715				
August	158	344	140	459				
September	154	272	113	356				
October	92	420	146	326	28	914	212	342
November	109	431	57	331	99	802	161	393
December	73	453	96	457	39	640	204	492
TOTALS:	1,723	5,093	717	2,644	166	2,356	577	1,227

22/ See Ray E. Howser (Assistant Director, Peoria Public Library) and Lorette Evans (Director, "Score With Books" Project), "Progress Report, SCORE WITH BOOKS PROJECT" (March 2, 1970), p. 2 (Mimeographed).

23/ Ibid., p. 7.

It is not entirely safe to draw definite conclusions from these data, but there are these suggestions:

1. The circulation and attendance data indicate a general downward trend. This may or may not be the case because the data in Table VI represent such a short period of time. However, this is the general history of similar programs. Neighborhood centers established by OEO and other agencies all started with high participation and then declined to a point where some now serve only a fraction of those reached when the centers opened.

2. Both centers are far more successful in reaching children than adults. This cannot be explained by the number of children per family--both projects have fairly low figures (1.1 children per family for Warner and 2.1 children per family for Taft). The Taft project is serving about three children to every adult; the ratio for the Warner project is 2:1.

"Score With Books" has spent more than any of the three projects for audiovisual equipment. Data supplied by the staff report the following items of equipment and materials:

1	16mm film projector and screen
5	cassette tape recorders
20	headphones
5	jack boxes
240	pre-recorded cassette tapes
1	bulletin board
1	autolized projector and screen
3	typewriters
4	incubators

Also, the project has purchased posters, framed art prints, arts and crafts supplies and equipment, a bulletin board, etc. The total spent since the inception of the project on audiovisual materials and equipment is slightly less than $2,000--about 1% of the total project budget.

Materials are selected on the basis of recommendations from center staff, some consultation with a social scientist from a local university and the local chapter of the NAACP, and visits to book stores by the Assistant Librarian and the Project Director.

D. The Impact of the Programs

The Peoria program is a good example of what can be effectively accomplished with a relatively modest budget. The total cost of the project is less than $65,000 per year and with this, the project is able to offer the fairly extensive programs noted above. The major strengths of the program are:

1. It is a very good example of a "rifle" type project. These two centers do not aim at serving large groups of people. In the case of the Taft project, the total population of the project is about 350. The Warner project is about 30% larger. In many respects, these two centers represent about the ideal in terms of the target population.

2. All the staff persons involved in this project seem deeply committed to the project and involved in it.

3. The project has tried to develop new ways of reaching people. Some good examples of the satellite-type center are in the barbershop and the liquor store.

4. The staff persons in the project do not harrass patrons for not returning books and seem to be genuinely interested in circulating materials and less concerned with getting them back. This is a healthy sign.

5. The centers are not tied to traditional library procedures.

The weaknesses of the project are:

1. The project does not have advisory committees and in a sense, is operated by the staff.[24/] It could be strengthened considerably if each center had committees which had real authority.

2. The project does not have sufficient audiovisual equipment and materials--even though it has more than any of the other projects.

3. The project does not effectively serve groups other than school-age children.

4. There is a hint from project statistical data that participation in the center is declining. If this is the case (and even if it is not), the centers will have to develop more aggressive efforts to serve and reach the target groups.

5. The project does not collect operational data that indicate the extent to which program goals are met.

6. Patrons are required to use the audiovisual equipment in the centers; it should be possible to check the equipment out.

24/ This is not to suggest that the project is isolated from the community or does not seek out community advice.

V. THE SUBURBAN LIBRARY SYSTEM--TARGET COMMUNITY PROJECT

A. An Overview

The Suburban Library System (SLS) is one of 18 systems in the state. It represents and serves some 56 independent public libraries in suburban Cook County and parts of DuPage and Will counties in an area generally bounded on the north by the Kennedy Expressway in Cook County. This area has a population of over 1,000,000 and covers about 560 square miles. The communities served by SLS range from among the most affluent in the United States such as Flossmoor to model stable middle-class communities such as Park Forest to working-class suburban towns and villages such as Argo and East Chicago Heights. In addition, the SLS area contains a small number of extreme poverty communities.

The SLS area is predominantly white--more than nine out of ten--though the number of nonwhites has increased fairly significantly in recent years. Most of the nonwhites living in the area are in the slum and working-class communities of East Chicago Heights, Robbins, Dixmoor, Phoenix, and Harvey. The area also contains a variety of other ethnic and population groups--Polish, Mexican Americans, and Southern Whites.

The people in the SLS area are generally above average in education, income, and social status. Many of the residents are new--the entire area is growing very rapidly--though some of the suburban communities are old and established. There is industry in the area: the southwest part of the SLS area contains steel mills, oil refineries, and other heavy industries. Sprinkled throughout the rest of the area are assembly factories, service industries, and the like. However, the overwhelming proportion of the breadwinners commute to Chicago. Thus, the communities are, for the most part, typical "bedroom" communities.

The Suburban Library System's Target Community Project (TCP) grew out of discussions between the Executive Director of SLS and the Cook County Office of Economic Opportunity. This latter organization is the federally funded poverty agency for the Cook County area--outside the city of Chicago. The Cook County Office of Economic Opportunity had designated nine communities in the south suburban area as "target" or "action" communities. The criteria used for such designation was the percent of families within each community receiving less than $3,000 per year in family income. The communities are:

Table VII.

POVERTY DATA FROM SELECTED SLS COMMUNITIES

Communities	Percent of Family Income Less Than $3,000 Per Year	1966 Estimated Population
East Chicago Heights	36.1	5,900
Chicago Heights	9.4	42,000
Robbins	28.1	9,100
Dixmoor	15.9	3,800
Harvey	7.5	33,620
Phoenix	16.3	5,400
Markham	2.2	15,430
South Chicago Heights	3.8	4,200

An original aim of the project was to establish centers in the disadvantaged communities that would be used for library services as well as arts and crafts activities sponsored by the Cook County Office of Economic Opportunity. The tie-in with the poverty program never really developed. This is too bad because a joint program would have benefitted both groups. The TCP proposal was funded in September 1968. The project started with 11 areas being served by a combination of bookmobile services and local centers. Presently, a total of nine areas receive bookmobile service and six are study centers. The plan is to reduce the program to two centers.

B. The Target Community Project

The "Target Community Project" (TCP) is under the direction of a Project Director. This person is an experienced black community organizer who is not a trained librarian. She appears to be effective in dealing with the "target" communities--poor and middle class alike. She works out of the Robbins center (near the southern end of the SLS) and reports to the Executive Director of SLS, whose office is in Western Springs, Illinois--a community centrally located in the SLS area.

The various components of the program are:

The bookmobile is furnished by the Illinois State Library. During the summer of 1970, it visited these communities: Robbins, Markham, Sauk Village, East Chicago Heights, Dixmoor, and Posen.25/

The bookmobile is stocked with books provided by the Illinois State Library. A total of about 2,000 volumes was provided by the state to the year 1979. The bookmobile operates out of the Robbins center where the materials are stored.

The bookmobile has been faced by a chronic problem of continuous breakdowns and mechanical trouble. This has made it difficult for the unit to maintain regular schedules. Also, it has meant for less than the most effective use of the manpower assigned to the bookmobile. For example, on days when the bookmobile is in the shop, the staff is assigned to work in one of the centers. Not always has there been enough work for these persons.

For example, on the day the research staff visited the Sauk Village center, the mobile unit was in the shop. Two aides who would have been with the mobile unit were spending the day in the center. From what we could judge, they had little to do.

The bookmobile has developed an effective outreach component--"door knockers." These are handbills that fit over the doorknobs which are left on doors to inform people of the service of the unit and the willingness of staff to deliver books as requested.

25/ Of these, Robbins and East Chicago Heights are predominantly poor communities.

C. The Robbins Center

Robbins is a unique phenomenon in the United States. It is an almost completely black (99%), isolated, suburban community controlled entirely by its own residents with little outside influence.

From 1950 to 1960, the population increased by about 60% from 4,700 to 7,500 persons. Since 1960, the population has grown by another 2,000 (about 30%) to about 9,500 persons.

In terms of occupation, most of the workers--55.6% of the labor force--are employed as service workers, laborers, and household workers, as compared to about 21.6% for Cook County and 16.2% for the neighboring suburban communities. The median years of school completed for adults in Robbins is about 8.7 years compared with nearly 11 years for the county as a whole. In March 1970, Robbins had a total of 668 welfare cases, the overwhelming majority of whom were on ADC or ADCU.[26/] A total of about 2,100 people (nearly one-quarter of the population) were on welfare in 1970.

By any set of standards, Robbins is a disadvantaged community. The data above and a casual drive through the area support this. There are a few sidewalks and streetlights and next to nothing in the way of social services. Housing, for the most part, is dilapidated and much is substandard shacks. In 1965, Robbins had a total of 2,100 residential structures; of these, only 26.7% were considered sound. There is very little commercial activity in the area; the business community consists of small shops, taverns, and stores. The overall land use pattern is interspersed with small pockets of vacant land with weeds and brush growing over junked cars. Robbins does not have a public library.

The study center in Robbins is located on a major thoroughfare in a storefront building which at one time housed a restaurant. It seems ideally located in terms of the major traffic patterns of the village. The building is about 50' x 40'. It contains seven to eight shelves of books, a variety of posters depicting black scenes, one file cabinet, a long work table which is also used as a checkout stand, two desks for the staff, and several work tables for children to study and adults to work. The staff consists of eight people (including the bookmobile staff), of whom two are full-time--the supervisor and a clerk--and two part-time--pages or aides. The staff persons live in the village of Robbins; indeed, the supervisor was born in the community.

The Robbins staff tried a variety of techniques including outreach activities to involve the community in the programs. For the most part, the programs are oriented toward children--the group the center has been the most successful in reaching. The center offers these programs:

--Sewing classes

--Movies for children

--Movies for adults

26/ ADC means "Aid to Dependent Children;" ADCU is the same program with aid to unemployed parents added.

--Book Busters (reading and study for children)

--Books for senior citizens

--Arts and crafts

--Recreation programs

--Field trips

--Tutoring

--Story hours

--"Coffee Hours" (community discussions)

--Black history classes

The most successful programs are "Book Busters," and "Black History"--all for children. Least successful is "adult reading." From a questionnaire completed by a staff member:

> ". . .as many as 25 adults came to the Center in the first week. By the end of the third week, we have only two or three adults."

The center has issued 650 cards and averages 10 to 12 new cards a month. The programs attracted varied numbers each month. Some data for May 1970 are:

Children's Tutoring - 14 children
Children's Films - 40 children
Children's Arts and Crafts - 20 children
Sewing Classes - 34 children
Black History - 11 children

Many books in the center were donated or are books which belong to the Illinois State Library being stored for use on the bookmobile. TCP has purchased about 8,000 titles. The center does contain a small shelf of black history and black heritage-type books. It does not have any audiovisual equipment or materials, save three 16mm film projectors.

The facility is open about 12 hours each day from 8:30 A.M. to 8:30 P.M. Monday through Friday and from 8:30 A.M. to 3:00 P.M. on Saturday.

An aura of informality and good humor prevails throughout the center. The "patrons" seem to know the staff and relate on a highly informal and good-natured level. The conduct in the center is informal--children and adults come and go, talk in the center, and generally lounge about. Smoking is permitted and there seems to be little or no emphasis on the sedateness or quietness generally typical of many public libraries.

The major strengths of the center seem to be the following:

1. It attempts to provide a variety of services to involve the community.

2. The Robbins center is an honest attempt to develop library services in a community heretofore ignored or denied such services. The goal of the program is not so much to serve specific individuals (though the program appears to be doing this), but to develop library programs which the community will support and later carry on of its own volition.

3. The indigenous leadership is a strong element in the program.

4. SLS encourages and in the case of Robbins, has been benefitted by a considerable amount of flexibility and innovation.

5. The Robbins staff have very few serious "hangups" about theft of books, whether books are checked out properly etc. The aim seems to be to get the books into the hands of patrons.

6. The location of the center is ideal in terms of the community as a whole.

The weaknesses of the program are:

1. A serious deficiency in the program is the shortage of audio-visual equipment and materials.

2. The program does not produce any data in terms of achievement of objectives and goals and the extent to which the program is reaching the most seriously disadvantaged in the community.

3. Many titles in the Robbins center seem to be unsuitable for the type of audience the program attempts to serve.

4. The aim of the project is to encourage the community to develop library services independent of SLS. We doubt that this objective is being achieved in any substantial way. To do so will require sophisticated attention to an indifferent community leadership, long-term outside support, and vast resources.

D. The Sauk Village Center

Sauk Village is located in the extreme southwestern corner of Cook County, a few miles from the Indiana line and just north of Will County, Illinois.

The Village is a new community--less than a decade old--and has a population of about 6,500. It is completely different from Robbins. Sauk Village is about 99% white; it had approximately 21 welfare cases (totaling about 60 individuals) in March 1970 (Robbins had 668). The community is a typical, fairly well-planned, lower-middle-class, or upper-working-class suburban community. The houses are not substantial or expensive, but well constructed and laid out on fairly large lots. There is very little commercial activity in the community--it is confined to several restaurants and taverns. The overwhelming majority of breadwinners seem to be skilled workers such as railroad employees, construction workers, factory workers, and white collar workers.

The community does not have a public library. The TCP program is located in a house donated by a local minister who moved to other quarters. The library uses the living room and dining room as a formal library and stores a great deal of material in bedrooms on the second floor. The center is located on the fringes of the community and in some respects, it is not an ideal location because of its distance from the center of the community.

The program in Sauk Village started in June 1969, with a number of books donated locally, some materials supplied by the Illinois State Library through the system, and others purchased by TCP.

The center is open from 9:00 A.M. to 3:00 P.M. on Monday, Tuesday, and Wednesday, from 9:00 A.M. to 7:00 P.M. on Thursday, from 12:30 P.M. to 3:30 P.M. on Friday, and on Saturday, from 10:00 A.M. to 4:00 P.M. The bookmobile makes one stop in the village.

The collection (of which the staff feels70% was purchased) has never been inventoried, but is somewhere in the neighborhood of 2,000 to 2,500 books. Many of the titles are stored in one of the bedrooms of the house. Most children's books have been supplied by TCP.

The center offers these programs:

--Sewing classes

--Movies for children

--Book Busters (reading for children)

--Arts and crafts

--Field trips

--Tutoring

--Reading readiness classes

--Drama classes

--Story hours

Not all of these programs are presently underway. Several (sewing, for example) proved to be of short-term interest. The most successful program has been reading readiness, presumably because of the large number of pre-school children and because the village does not have a kindergarten facility. Children's films is also a popular program.

At the time of the study, the center reported 380 registered borrowers, of whom 18 were registered in June 1970, and 16 from January to May 1970.

The basic aim of this program in terms of the goals of TCP is to assist the community to have minimum library facilities for a short period of time and to enable the community to organize its own library. Presently, a library committee has been organized and has a treasury of about $200. The next step is to hold a referendum election to gain support for the program.

The project has a staff of two persons--the supervisor and an assistant. They both come from the community. Also, the bookmobile--when it stops in Sauk Village--employs two residents of the community to work on the bookmobile. With the exception of the supervisor of the program, most employees are young high school students employed on a part-time basis.

The strengths of the program:

1. Use of local staff.

2. SLS has made a minimum investment in this program and in all probability, it will pay off in the development of a permanent library program for the Sauk Village area.

Weaknesses of the program:

1. Many of the titles are inadequate.

2. The staff needs training in terms of community involvement, staff development, and outreach techniques.

3. The project does not have any audiovisual equipment or materials.

4. The data collected are less than adequate.

5. The library committee and staff do not seem to have a well-coordinated and developed effort of planning for the library program, especially in terms of community development.

6. It is probably a mistake to mix a Sauk Village-type program with a Robbins program. They need different staff and approaches.

E. The East Chicago Heights Center

This community is similar to Robbins--not as isolated, but more depressed. It is located a few miles north of Sauk Village and on a major thoroughfare which gives it some access to neighboring industrial and commercial villages. Robbins, on the other hand, is a relatively isolated community and does not have easy access to other communities. The population of East Chicago Heights is about 6,000, of whom about 90% are nonwhite. In March 1970, a total of about 1,000 persons were receiving welfare. The overwhelming majority of these people were in ADC programs, either parents or children.

The study center in East Chicago Heights has many distinct advantages. The most important one is this: it is located in a community center funded by a private foundation. The center is located on a major thoroughfare and operates a variety of programs ranging from medical services to recreational programs, black culture and heritage programs, etc. These sorts of activities should function to draw people into the library.

The center, as we noted above, is located in the community center. It contains one large room about 40' x 60'. One wall is lined with books and there is ample open space interspaced with tables for study and the like. The library contains three desks; posters and artwork line the wall. It is generally the most attractive and ample of all the facilities operated by TCP.

In terms of the collection, the East Chicago Heights Program seems to contain an overwhelming number of donated titles, many of which are not appropriate to the people in the area, and a small shelf of black culture and black heritage books. No audiovisual equipment was in sight. Staff reported a record player, television set, and 16mm projector are available.

The East Chicago Heights program conducts a minimum of nonlibrary programs relying, for the most part, on the community center to provide these activities and services. The center offers these activities:

--Movies for children

--Movies for adults

--Book Busters (book reading activities for children)

--Arts and crafts

--Field trips

--Tutoring

--Adult education

--Story hours

In addition, the library has been used for fashion shows, banquets for Little Leaguers, a homework center, etc. The most successful venture has been black heritage programs. Least successful has been the "book buster" program--a reading club for children.

The center has issued about 700 cards and is presently issuing about 10 to 12 cards per month--on a declining basis. Some program participating data for May 1970 include:

Children's tutoring - 22

Children's films - 274

Children's reading - 574

Children's arts and crafts - 37

Sewing classes - 47

Some strengths of the program are:

1. Location of the center.

2. Use of staff from the area.

3. The aim of the project is to build support within the community for a library program. At this point, it is questionable what will happen in the event the SLS program pulls out; however, there is some likelihood that the library program will be continued.

Some weaknesses of the program are:

1. The inappropriateness of most of the titles.

2. The lack of effective outreach efforts on the part of the staff.

3. The lack of appropriate program data.

4. The lack of audiovisual equipment and materials.

F. The Crestwood Center

The Crestwood community is very similar to Sauk Village. It is located in the southwestern part of the county near Cicero Avenue and has good access to highways and freeways. The community has a population of about 5,000, of whom some 70 persons were on welfare in March 1970. The occupational structure of the community is much the same as Sauk Village. Most workers are skilled and/or white collar workers. There are portions of the community which are very old and portions which are very new.

The center is located in a former one-room schoolhouse which is about 100 years old and was donated. The library space is about 20' by 30'. It is fairly well saturated with books--the overwhelming majority of which were donated.

The "library staff" consists of one person who is guided by a volunteer advisory committee.

The aim of the project is to provide library services to the community to the point where the community is willing to undertake the services itself. The next step on the part of the community is for the library community to petition for a referendum election. This is planned before the end of 1970.

The center has not offered the service programs other TCP study centers have offered. It had a list of about 526 registered borrowers in July 1970. The list of registered borrowers has been steadily growing.

Some strengths of the program are:

1. Use of local staff.

2. The facility is probably fairly well located in terms of the major traffic within the community.

3. The likelihood of this community developing its own library as a result of the SLS program is probably very high.

Some weaknesses of the program are:

1. The lack of adequate titles.

2. The local board apparently does not have any well-thought-out plans in terms of the development of a local library system.

3. The community should be merged with other communities in developing a library and not attempt to "go it alone."

4. Lack of appropriate program data.

G. The School Projects

TCP operates two programs in local elementary schools. One program is in the McKinley School; the other is in the Washington School, both in District 147--the former in Dixmoor, the latter in Thornton Township.

There is no question that the McKinley School is located in a poverty area. There is some doubt about the socio-economic background of the people living in the Washington School area; for the most part, this appears to be a fairly substantial working-class community.

The schools are in the Dixmoor and Harvey areas, though Washington is not served by the Harvey Public Library. The library in the McKinley School is a fairly large, drab, unattractive room about 30' by 50'. According to staff persons, the library contains about 3,000 volumes, all but about 100 of which belong to TCP.

The books are shelved along the walls. The room contains three fairly large tables and seating space for about 30. The library is open from 9:00 A.M. to noon and from 1:00 to 5:00 P.M., Monday through Saturday.

The library has three persons on the payroll.

The library conducts a few programs--for the most part, arts and crafts activities for children, trips to the zoo, and the like.

The Washington School program is located in a somewhat more attractive school and has a more attractive library. However, the overwhelming majority of volumes also belong to the TCP program. Apparently, in both cases, the major contribution of the schools is the space. This program is housed in a room about 50' x 60'--it is well lighted and attractive. During a site visit in July 1970, 25 to 30 children were in the library working on arts and crafts activities, reading, etc. On the same day, only two or three children were at the McKinley program--the rest were on a field trip. The Washington program is operated similar to the program in the McKinley School. Programs offered in these schools include those listed in Table VIII--not all of these are offered by the center. In most cases, school library space is furnished, but outside groups conduct the programs.

Table VIII.

PROGRAMS OFFERED BY THE TCP SCHOOL CENTERS[1]

Program	McKinley	Washington
Sewing classes	X	X
Movies for children	X	X
Book Busters	X	X
Senior Citizens	X	
House Calls	X	
Arts and Crafts	X	X
Recreation	X	X
Field Trips	X	X
Tutoring	X	X
Reading readiness	X	X
Drama	X	
Black Heritage classes	X	X
Story Hour	X	X
Spanish		X
Adult Education		X

1/ An "X" denotes existence of activity.

In both schools, the tutoring programs have been the most successful as reported on questionnaires completed by project staff.

> "Has been very successful. Many children parents work. The children come to us for help with their homework. We assist the children in any way that is needed."

> "We try to help those children left out because of the inability to read, those having math difficulties and others who are looking for someone who cares enough to just talk with them."

Some examples of participation in these programs during May 1970:

Table IX.

PARTICIPATION IN TCP SCHOOL PROGRAMS DURING MAY 1970

Program	McKinley	Washington
Children's Tutoring	315	196
Children's Films	320	4
Children's Reading	280	105
Children's Arts & Crafts	160	--
Sewing Classes	178	15

The strengths of the program are:

1. The school is a familiar sight to the children in the area and the children are probably accustomed to coming to the school; hence this is an advantage to the library.

2. The staff is hired from the local area.

The weaknesses of the program are:

1. In this situation, SLS is subsidizing inadequate libraries of the local school and receiving little in return other than the use of the facility.

2. The programs seem to be horribly understaffed.

3. They are not innovative programs.

H. The Target Community Project Programs in General

Several features of this project stand out. First, the staff: ability and competence vary, but all come from the "target" areas and this is important. The director in the Robbins center seems especially capable. The director of the entire project deserves a major share of credit for the success of the project. As noted, she is not a professional librarian, but a strong and committed black woman who has had considerable experience in community development in poor communities. She is not a strong administrator, but is capable in community action.

In our judgment, this project attempts to do too much. First, the notion of going into a community and supporting library services in order to stimulate the community to provide the services is an excellent idea, but it must be done with considerable planning and funds. The power structure in the community must be involved; the community should start its support early and continue on an increasing basis; at least two years should be allowed for the idea to take hold and finally to "catch" the community; and materials must be as current and attractive as possible. These elements were not present in pronounced form in this project.

Secondly, the idea of community stimulation requires different approaches in poor and middle-class communities and it is probably not sound to mix the communities in the same project as was done here.[27/] Robbins and East Chicago Heights, for example, are different from Crestwood and Sauk Village and the program should reflect this.

This project made extensive use of donated materials. Thousands of books on shelves (in all the centers) give the impression of an adequately stocked library, but this is usually not the case with donated books. There is no substitute for current materials.

This project provides an example of one element of the high cost of providing library services to the poor. Several expensive sets of collections on black culture, history, and heritage were purchased at $200 a set. And almost as fast as these collections were put on the shelves, they disappeared. The staff took a healthy view toward this and viewed it as a tribute to the selection techniques.

27/ It was pointed out to us by TCP staff that it would not have been politically feasible to do otherwise. Our observation is in terms of programs.

This project as all the others, made very little use of audiovisual equipment and materials, despite the fact that the TCP director reported total expenditures of "approximately $3,000" on: "Sewing machines, tape recorders, hand duplicators, cameras, and projectors."

At the time of the study, the project employed 12 full-time and 16 part-time staff, of which six were men. As in the other projects, far more women than men were employed.

VI. ELEMENTS OF EFFECTIVE PROGRAMS

During the course of this research, we identified a number of principles or elements available (to some extent) in at least one program that we think are crucial factors in program success. These elements should be present in all programs:

1. Local Staff: It is a basic principle of effective social service programs that the staff contain local residents throughout the hierarchy and especially at the program operation level. Critics of this principle often argue that this is "window dressing," but it is not. Local people who understand the culture, habits, etc., of the people served and who have had the same social and personal experiences of the people served, if capable and effective workers, are essential for any successful program. Most projects reviewed here observed this principle. For example, the Peoria program and the Reading and Study Centers in the Chicago Public Library, hired the center supervisors from the public housing projects where the centers are located. Similarly, with the centers operated by the Suburban Library System, the staff persons live in the communities where the centers are located.

2. Local Autonomy: Related to the above principle is an additional and related argument. If local people are to be involved in the management and operation of the program, it also follows that an aim of the program should be to develop local responsibility for the programs. Poor people often complain that programs are forced upon them by agencies and administrators ignorant of the needs and interests of the people served. Also, poor people frequently complain that social service agencies are sensitive and alert to the needs of middle-class clients and respond quickly to complaints and suggestions from middle-class audiences, but are not sensitive to similar needs from poor people. There are various ways of implementing and making this principle of local autonomy and control effective. The methods range from a well-developed sensitivity on the part of the staff toward the needs of the target area residents to advisory committees. The projects reviewed here veered toward the first extreme, especially in ordering materials which were popular. The Target Community Project, especially in Crestwood and Sauk Village, had strong local community support. The Lawndale program in Chicago went one step further; it had an advisory committee. However, few poor people were represented on the committee and it was not a vital force in the project. In all the projects, the staff were keenly aware of the kinds of materials which were most popular with the type of persons served and tended to stock this kind of material in their program. An additional step of involving local residents in policy would have made these programs more effective. This would include program development, selection of materials, program evaluation, etc.

3. Staff Involvement in the Community: In social service programs for the poor, it is important for the staff to become a part of the community. Frequently, staff will live in the community and on other occasions spend a great deal of time "on the street" talking and seeing people--the lower class equivalent of the Rotary Club.

For the most part, the programs were aware of this principle and in the short time they have existed, Score With Books, TCP, and the Chicago Reading and Study Centers were making a considerable impact in this area. Also, in TCP, the project director spent considerable time roaming about the community served by her project and meeting with representatives from social service agencies.

4. Flexible Management: All programs seemed to realize that a flexible approach is necessary. They did not appear to be strongly attached to a traditional concept of library services and almost all programs have tried a variety of approaches (save the use of audiovisual equipment) including housecalls and several other basic approaches.

5. Multi-Media Approach: Increasingly, libraries are thought of as information centers where the individual has available a variety of media ranging from books to tapes, records, filmstrips, etc. Another aspect of libraries as information centers is the processing of information into more usable forms for individual use. Thus, the modern library not only has books, tapes, etc., but facilities and equipment for the patron to translate, code, and summarize information into the most usable form for his purposes. To facilitate this process, libraries have photocopying machines, record players, art prints for home use, etc. None of the projects studied here came close to making maximum use of nonprint materials and audiovisual materials and equipment. This is a particularly serious problem in library programs for the poor. It is commonly realized that poor people are poor readers; thus, a program which stresses reading is not apt to attract people that utilize other processes of information gathering and utilization.

   Most programs studied here had access to a 16mm projector and at least one project had two or three tape recorders and record players. None had a video recorder system, photocopy machines, film loops, filmstrips, an adequate supply of educational games, etc. There are a variety of reasons for this--the most important one is that public libraries are generally not oriented toward audiovisual equipment and materials. Some staff members are aware of these shortcomings in their programs and for the most part, answered as follows: "Their libraries and central offices do not have staff experts who are specialists in the utilization of audiovisual equipment and the development of audiovisual programs." This is one of the two or three most important shortcomings of these programs.

6. Career Opportunities for Staff: All projects studied here made commitments to the state or sponsoring agency that upon termination of the original grant, the programs would be continued on a permanent basis. However, the staff persons (especially representatives from the target community) are hired as temporary workers or as employees outside the personnel system of the sponsoring library. It is important that these programs develop in such a fashion that employees are hired into an ongoing career

system which permits the following: First, permanent employment and all the fringe benefits and other benefits that come with permanent employment. Second, staff members should have career opportunities; that is, opportunities for promotion in the system. Finally, these employees should have the opportunity for extensive in-service training programs within the library system or in university extension programs.

7. Staff Training: In the proposals submitted to the state, all projects mentioned that in-service training would be an important aspect of the program. However, training received very little emphasis. Two kinds of training are necessary. First, staff members (especially those who are not librarians) should receive some basic training in library science and utilization. This training should not be designed to make librarians out of staff, but should expose them to the basic techniques and processes of library work. This should include cataloging, understanding the classification system, some basic reference skills, etc. A part of this library training should be in-service, on-the-job work experience in an ongoing library. In addition, these staff should receive training in community development and working with poor people in an educational setting. The training should include both on-the-job training and specially designed extension courses.

8. Use of Social Agencies: Most projects reviewed here, in their proposals to the state agencies, mentioned they would coordinate their programs with agencies ranging from health to OEO to the employment service to education, etc. Coordination left much to be desired. For example, save TCP, none had any relationships with the local poverty agency. When staff were queried on this, they gave a variety of reasons ranging from ignorance about the functions of the local poverty agency to disenchantment with the agency. In addition, few had effective relations with local departments of Public Aid, Employment Service, Health, etc. By far, the public agency that these projects had most effective relationships with was the local school system. Indeed, the local school systems received from these projects--especially in the Williams and McKinley Schools and the Lawndale program--much more than they gave the program. For example, in TCP, the project staff placed books and materials in the McKinley and Williams schools, as well as locating staff members in each. Insofar as we could judge, there was no reciprocal contribution on the part of the school system, except to make the "school library" available. In the Lawndale program, the schools benefitted considerably from the project: Indeed, the relationship with the school was the major component of the project. The schools made it possible for the children to be bused to the library for weekly periods. However, the schools did not live up to their promise to evaluate the impact of the programs.

In the Reading and Study Centers in Chicago and in the Peoria project, the local housing agencies took a great deal of initiative in getting the programs underway. This included in both cases, considerable cooperation with the project (especially in Peoria) and in the provision of rent-free quarters for the library program. However, a critic might observe that in both instances, the local housing agency should have provided space of this kind long before.

9. Interdisciplinary Approaches: Effective library programs for the poor must involve a variety of disciplines. The programs did not make maximum benefit of different technical approaches. As a minimum, a project ought to have consultants or specialized services in the following areas: multi-media and audio-visual development, community development, learning problems of the poor (especially children), and evaluation. In one or two instances (especially in the Target Community Project and the Peoria program), the project directors were relatively skilled community development specialists. No such persons were available in either of the Chicago projects.

   In the Lawndale program in Chicago, a children's specialist is available in a consultant capacity. In the Peoria program, during the summer months, an educational specialist is available. Such a specialist was not available in the Target Community Project.

10. Extensive Use of Paperbacks and Meaningful Materials: Most projects were fairly strong in this area. The Peoria program and the Reading and Study Centers in Chicago, buy just about everything that is available in the area of black heritage, black culture, etc. Also, the centers (Chicago Reading and Study Centers and the Peoria Program) purchase a great deal of art oriented to black experience. Much of the book material is in paperback form. TCP purchased several expensive copies of anthologies, encyclopedias, etc., oriented to black history and culture. All of the projects reported a great deal of loss of this material; for TCP, it was particularly serious as the hardcover encyclopedias cost anywhere from $200 to $400 a set.

11. Outreach: All the projects tended to rely on patrons to discover the libraries and/or centers, rather than to take the library to them. There are some exceptions to this, however. One is the relatively successful program on the part of the Peoria project, whereby the mobile unit is deliberately taken to places where poor people congregate. The tavern stop is looked upon as one of the most successful components of the project. Also, the small paperback rack available in a barbershop on Peoria's South Side is a strong element of the program. And the busing program in the Lawndale project in Chicago was undoubtedly a successful venture.

    However, the technique of sending the staff out into the field, making housecalls, and actually hand delivering materials to persons was tried only in TCP and there, only in the Robbins program. The Robbins staff designed an envelope which could be hung on the doorknob and contained a list for the homeowner to write the kind of book wanted. The staff would pick up the envelopes and later deliver the books to the patron. This was the only project which attempted this kind of outreach.

12. An Integrated Staff on the Basis of Age, Sex, and Race: Most of the staff members are black women. Few are white or male. Also, some of the projects (especially the Crestwood project) tended to hire as aides and pages, well-educated youth. Most projects are relatively unsuccessful in contacting and serving

adult men and high school dropouts; to some extent this is probably a result of the fact that the projects do not hire men and high school dropouts.

13. Collection of Meaningful Data and Program Evaluation: Most projects collected circulation data. Circulation data are relatively meaningless statistics in providing an effective evaluation of the usefulness of a program. This is especially true in these kinds of programs. Circulation data do not tell the project staff whether or not the people using the center or services are those who should have priority. Also, circulation data do not indicate the impact of the program on the persons using the center. Programs of this kind should have a strong data collection component that would tell the staff the kind of persons served, the extent to which the persons served are those who should receive service, and the effectiveness of the programs. Also, program evaluation should be periodic and occur at stages throughout the program.

14. Identification and Pursual of Specific Target Groups: If social service programs can be grouped into two broad categories of a "rifle approach" or a "shotgun approach," the projects studied here, with one exception, attempted to be "shotgun" type projects; that is, their focus was on the "entire community." For example, the Lawndale program aimed to serve the entire Lawndale community. The Reading and Study Centers in the Chicago Housing Authority projects aim at serving the entire developments in which the centers are located--up to some 5,000 people in some cases. Similarly with TCP, though not to the same extent as the projects noted above, it tended to select as its target group the entire community in which the program was located. The one project that did attempt to develop a "rifle" type approach is the Peoria program. This program has two centers--one in each of two relatively small housing projects and the aim of the program is to serve the persons residing in these two housing projects.

    The "rifle" approach is generally more effective in projects of this kind. Such an approach will give the staff an idea of exactly the type of people they are trying to reach and hence, enable them to focus more effectively on whether they are doing what they are supposed to do and on developing methods and techniques that will reach these people.

15. The General Aim of Programs Should be to Provide Resources to Understand Self, Deal with Personal and Social Problems, and Cope With Society: For the most part, the projects tend to be built around this principle. The exceptions are the Crestwood and the Sauk Village programs. These two were aimed at the development of library services in these communities and not in the provision of programs for the poor. The Chicago Reading and Study Centers programs and the Peoria project, both of which place a great deal of stress on providing "black oriented materials," obviously aim at the development of self-awareness and the understanding of social and personal problems. If these projects had available a variety of audiovisual equipment, the application of this principle would have been stronger.

16. The Provision of a Wide Range of Services: The Peoria program, the Reading and Study Centers in Chicago, and the Robbins program place a great deal of stress on providing a variety of services to patrons. The general assumption (and a valid one) on the part of the staff is that to attract people to the library, one must use a number of gimmicks and/or approaches. For example, the Reading and Study Centers offer such programs as marching clubs, riding clubs, and arts and crafts activities and TCP has tours, sewing clubs, etc., all designed to bring people to the library on the assumption that once they are there, usage of the library will develop. Also, the image the staff has of the library is that the library is not only a place where books and materials are available, but a facility where an individual can obtain information and assistance on problems facing him.

17. Provide Immediate and Meaningful Rewards: Successful programs will provide effective rewards for individual participants. To some extent, this principle was being applied fairly effectively with young children, but rarely with adults. For example, in the Peoria program, rewards are given to children for reading specified numbers of books. In the Reading and Study Centers in Chicago, the artwork of children is displayed on the bulletin boards. And in TCP, children are rewarded for activities with trips to the zoo, etc. However, we did not identify any situations where adults, high school dropouts, and groups other than children were rewarded for activities. For example, it should be possible for the library to reward adults--sewing materials, for example, to women who sew and tools to men which they can keep if they complete a particular project.

18. Committed Staff: All projects studied here accepted this principle. The staff members, almost to a person, seemed to have a genuine interest and commitment to their projects.

19. Meaningful Techniques: It is important for programs to identify their target groups and then develop effective materials and techniques to reach them. For example, several of the projects offered sewing classes and were successful in attracting women. Almost all projects were dismayed at their failure to reach out-of-school youth and adult men. Yet none tried to reach these groups by, for example, circulating tools to repair automobiles.

20. Tolerance of Losses: Almost all projects, with perhaps the exception of the Crestwood and Sauk Village projects (which are programs designed to build library services), and the Lawndale Program, were relatively unconcerned with pilferage and loss of materials. The staff of TCP were concerned over the loss of the expensive encyclopedias and sets of books, but not unusually dismayed by this. Understanding the principle that in poor homes, books are not apt to be available and that the nonreturn of books is an indication of the fact that the materials are of the kind that people want is important to the success of these kinds of programs.

21. Avoidance of Tradition: Most of the projects de-emphasized many traditional library techniques such as classifying titles, silence rules in the libraries, labeling patrons as delinquent, fines, etc.

22. Timing: If the aim is to get a program firmly grounded in the community, one year is not enough time; two years seems more appropriate.

23. Close Monitoring by the Sponsoring Agency: The sponsoring agency--in this case, the State Library--should as a minimum:

    a. Require monthly progress reports indicating what the project accomplished the previous month, the extent to which the program has changed, and plans for the coming month.

    b. Require a detailed evaluation indicating the extent to which the program achieved the objectives specified. A model evaluation report should be available at the 11th month of a 12-month project to enable study before refunding the program in the future.

The next chapter which provides a model program indicates how these elements could be included in a program.

VII. THE MODEL PROGRAM

A. Limits and Scope

This model is not suitable for exact duplication. The size of the community, the density, the degree of social disorganization, the quality of the school libraries, the age groups within the community, the extent to which the community is isolated or urban or rural, and the variety of ethnic groups involved all will determine the various components for a program. The model should be used the way a good cook uses a cookbook--vary the basic recipe to suit taste, inclination, and available components.

B. Model Proposal Outline

A proposal should describe what is to be done, to whom, why, and at what cost and should indicate how an outside observer can judge whether or not the program achieves what it is designed to achieve. There are a variety of forms which can be used. Here is one outline:

1. Title Page: A proposal should have a title page which contains the following information: the title of the proposal, the agency or individual to whom the proposal is submitted, and the date on which the proposal is submitted.

2. Abstract: A short summary should follow the title page. This abstract should contain 100-150 words and summarize as succinctly as possible, the contents of the proposal.

3. Table of Contents: A proposal should contain a table of contents which will enable the reader to easily locate components of the proposal.

4. Introduction and Summary: A proposal should contain two to three pages summarizing the contents of the proposal. This summary should be more detailed than the abstract.

5. The Problem: A statement of the problem should be part of the proposal. This section should indicate the general theoretical and/or practical problem which the proposal aims to solve. It should answer questions such as the following: What is the overall purpose of this project? Why is the project important? Why is the project focusing on one particular area and not another area? What has been done about this problem by other agencies? What will this project do that other agencies and other programs have not already done?

6. The Objectives: A proposal should contain a clear, concise, and precise list of the specific objectives the project will attempt to achieve. These objectives should be stated in such a fashion that an outside observer can determine (upon completion of the project) whether or not the project has achieved its objectives. In addition, a reviewer of the proposal should be able to move from the objectives to the budget and/or to other sections of the proposal to trace exactly what the program proposes to do and at what cost. For example,

it is not sufficient to indicate as an objective that the program will serve "poor people in 'X' community." The objective should be a specific statement indicating approximately the number of poor people in various age groups, income groups, etc., the proposal aims to serve in a specific part of "X" community and under what kinds of circumstances.

7. Approaches, Methods and Techniques: This section should indicate the areas in which the program will function, the people who are to be served, how the people will be contacted, methods which will be employed, the proposed time schedule for the program, the content of the program, location of the program, etc. In other words, this section should describe in detail the exact procedures and methods to be used in conducting the program.

8. Other Information: The proposal should include information about the proposing agency, staff persons to be employed (if available) and their background and competence. In addition, this section should describe the reporting system the agency proposes. Finally, this section should indicate the specific end results to be expected from the project, that is: what knowledge and information should this project produce? What does the agency intend to do with the knowledge and information gained from this project?

9. Budget Information: A detailed budget should be provided in at least these categories: Personnel, Materials and Equipment, and Travel and Expenses. Each of the categories should contain specific line items within the category. For example, under personnel, all the proposed staff persons to be hired should be listed by job title. The budget should be accompanied by a "Budget Justification Statement," which describes the rationale for each budget item. For example, if the Project Director is to be paid "10,000 per year and will be employed for a period of eight months, the budget justification should explain the reasons for this. For example, why is this person being paid $10,000 per year? What reason is there for the person to be hired for only eight months? What kind of person will be hired as the Project Director? What particular skills, competence, and background should he have? Finally, the budget justification should indicate the exact role each proposed staff person, item, and component in the budget will play in relation to the program described in an earlier section. Thus, it should be possible for a reviewer of the proposal to move from the budget to the program and from the program to the budget and understand how each component is linked to another.

C. The Service Area

There needs to be an assessment and specification of the people to be served. This should specify who the people are, their number, and their characteristics (age, sex, ethnic background, educational achievement, etc.). To do this will first require a specification of the geographic area in which the center will provide priorities. This should be determined on the basis of the number of people to be served and the existing natural boundaries--railroads, freeways, housing projects, school districts, etc.

First, the number to be served: In terms of children, a typical program should set its target at a total population of somewhere between 1,000 and 2,000 children (approximately 5-16 years of age, depending on the density of the community). This does not mean that all children will be attracted to the library program or that all children will need services. However, if a target group this large is selected, it is safe to assume that within the total group, there are a sufficient number of children who are disadvantaged and who would normally not participate in regular library programs.

In terms of adults and out-of-school youth, the center should identify a target group of 500 to 750 individuals. With these target groups in mind, a center should aim at these minimum levels of service for children and adults:

Table X.

MONTHLY SERVICE GOALS FOR A MODEL PROGRAM

Types of Service	Children		Adults	
	Levels of Service		Levels of Service	
	Minimum	Maximum	Minimum	Maximum
Circulation	1,500	2,000	500	750
Individual Visits	2,000	3,000	750	1,000
Services & Programs	750	1,500	500	750
TOTAL:	4,250	6,500	1,750	2,500

The total individuals served at a minimum level of service would be about 6,000 per month--of whom about 4,250 would be children and 1,750 adults. This obviously does not mean separate individuals; the same person could be counted in several areas on the same day.

If the service area is larger than the maximum level, it will become too impersonal and too spread out which will make it difficult for individual patrons to visit the library center and for the staff to conduct meaningful outreach activities. A logical step is to establish satellite centers. For example, in the Peoria program, the bookmobile drops books off at a barbershop, beauty shop and a liquor store. In effect, these two facilities become satellite centers of the program.

D. Staff

Staff requirements are presented in terms of man-months. There may be some variation from program to program depending on the focus (that is, in terms of children or adults, for example), size, and other features. Accordingly, we provide in the various staff descriptions, minimum and maximum ranges in terms of man-days.

Overall Administration: The director of the overall program should provide each center three to five man-days per month. This will, of course, be more intensive when centers are first established. This service should consist of overall policy guidance, participation in advisory committee meetings, center staff meetings, in-service training, technical assistance, selection, record-keeping, etc. The overall administrator of the program should be a professional librarian or at least a person familiar with the procedures and systems of library activities, management, etc. Also, the person responsible for administration should have had experience in community development and working with the disadvantaged.

Center Administration: (10-15 man-days per center per month). The activities the project director would perform should include: the day-to-day management of a center, contacts with community agencies and organization, staff supervision, preparation of reports, staff assignments, examination of materials and equipment for breakage, etc. If this position is filled by a full-time person, the other five to ten man-days per month can be utilized in other services such as checking-out materials and equipment, taking inventory, shelving books, etc.

Circulation, Materials, and Reference Services: (15-30 man-days per center per month). This position should be thought of as an in-the-center activity. The person filling it should have primary responsibility for circulating materials, shelving books and materials, relaying reference requests, and answering questions.

Outreach Activities: (30 to 50 man-days per center per month). These persons would spend up to 90% of their time outside the center making housecalls, traveling in the neighborhood with bookcarts and shopping carts, and identifying sites for satellite centers--in taverns, apartments, etc. These persons would be responsible for the bulk of the circulation outside the center.

Clerical and Secretarial Services: (10 to 15 man-days per center per month). This person would be responsible for performing light typing, answering the telephone, shelving books, repairing books and materials, and carrying out other duties under the general direction of the center director.

Special Group Activities: (15 to 30 days per center per month). The person or persons filling these positions should have a large variety of group and specialized experience including assessment of reading problems, community development experience, working with teenagers, etc. The person(s) in this position would have primary responsibility for organizing, supervising, and providing technical assistance for group activities within the center ranging from sewing groups to boys' clubs to educational programs, etc.

Audiovisual Consultant Services: (10 to 15 man-days per center per month) Each center should have the services of several types of audiovisual technicians including video recorder technicians, tape production technicians, and photographers. These technicians would be responsible for setting up and supervising programs within the centers involving audiovisual equipment and materials.

Miscellaneous Consultant Services: (5 to 10 man-days per center per month). Each center should have the services of a variety of specialized consultants in such areas as health, mental health, consumer education, librarianship, education, etc.

Maintenance: (5 to 7 man-days per center per month). Janitorial services.

In-Service Training: Each center should devote approximately two days per month to in-service training and utilize the services of one or more consultants to conduct the training.

Staff costs should be guided by standard salary scales of public agencies including libraries, OEO neighborhood programs, and social service agencies in the community or area where the center is located.

E. Space

A center should be located as near as possible to a major traffic area within a neighborhood. If in a public housing project, it should be near the main office of the project, and if at all possible, on the ground floor. In a neighborhood, the center ought to be located on a major thoroughfare with ample parking and preferably in a large storefront type building. Aside from these general requirements, the center ought to contain the following:

1. A meeting room which will accommodate up to 50 people.

2. A room about 20' X 30' which will accommodate 1,000 titles and 20 to 30 children at any one time.

3. An audiovisual storage room about 15' X 20' which can be secured and which will store all the audiovisual equipment and materials.

4. A central office 10' X 15' which will contain desk space for the staff members and space to maintain the circulation records.

5. A room approximately 20' X 30' with space for about 15 to 20 adults and racks and shelves for 750-1,000 titles.

6. A study room which should be a relatively quiet and somewhat isolated room containing desks and study carrells.

7. Each center should contain a small room somewhat isolated from the rest of the center for counseling services.

8. Each center should have kitchen facilities including refrigerator, stove, and sink.

F. Equipment and Materials

Following are guides for audiovisual and other kinds of equipment, books, and other materials, which should be available in each center. The prices quoted are estimates and are generally based on the purchase of moderately priced, new equipment. In some cases, it will not be necessary for a center to purchase for its own use some of the equipment noted below. For example, each center should have access to a video recorder system; it is not necessary for each center to actually own such a unit. Thus, several centers should share the cost of a video recorder system. Our estimate for the total equipment cost including educational games, tapes, etc., is approximately $13,500.

Table XI.

SUGGESTED MINIMUM EQUIPMENT NEEDS FOR A CENTER

Item	Cost
Photocopy machine	$ 300
16mm projector and screen - 2 @ $600	1,200
Overhead projector	150
Filmstrip machine and screen - 3 @ $200	600
Video recorder system	2,000
Cameras - 10 @ $20	200
Tools for repair of auto	200
Sewing machine - 5 @ $100	500
Typewriters - 5 manuals @ $100 and 1 electric @ $400	900
Tape recorders (cassettes) 10 @ $40	400
Kitchen (refrigerator, sink, stove, etc.)	850
Film loops	200
Telephone @ $20/mo.	240
Record players - 5 @ $35	175
Book carts - 2 @ $35	70
Shopping carts - 5 @ $3	15
Adding machine	50
View masters - 10 @ $5	50
Cartridge projectors	120
Opaque projectors 2 @ $150	300
Headsets and earphones 10 @ $50	500
Tape recorder	75
Video tapes - 10 @ $15	150
Radio (transistor) 5 @ $20	100
Television	100
Circulation desk and office desks 4 @ $150	600
Card catalog and other files	750
Dictionary and atlas stands	35
Informal furniture, tables & chairs	1,500
100 slides, filmstrips, cartridges and records	500
Individualized learning materials, controlled readers, educational games	500
Household tools	100
TOTAL:	$13,430

Books and reading materials: In terms of the service goals presented in Table X, each center should maintain approximately 3,000 to 4,000 titles for children and 1,000 to 1,500 for adults. Also, centers should maintain an extensive pamphlet collection describing social services available, consumer education, civil rights scholarships, etc. The centers should subscribe to the major local newspapers and 10 to 15 popular magazines. Cost of books are estimated at average costs of $1.00 to $4.00 per title. This assumes most titles are paperbacks. An additional $750-$1,000 should be allowed for a basic reference collection. Periodical subscriptions are estimated at $3.00 to $5.00 per subscription annually. A good collection of pamphlets can be obtained free of charge from various service agencies, government agencies, etc. Considerable loss should be expected; thus, centers should expect a 50% to 75% replacement cost each year.

In addition, centers should estimate the cost of consumable office supplies (including paper, writing instruments, file folders, cards, etc.) at approximately $50 to $75 per staff man-year. A minimum of $500 should be set aside for art supplies, finger paints, paper, chalk, and other consumable supplies for children.

G. Activities

If a center provides only reading materials, it is highly unlikely that it will attract people other than those who are experienced in reading, motivated to read, and generally oriented toward reading as a way of gathering and utilizing information. If the center starts with a concept of its services as providing information of the most important kind to its patrons and in the most effective way in terms of the patron's needs and background, the center will want to provide a variety of materials, services and approaches, some of which will stress reading materials while others may not. The services which may be offered can best be described in terms of the particular target groups the center is aiming to serve. For example:

1. Pre-school-age children: Disadvantaged parents, especially those of child-rearing ages, have a disproportionate number of very young children. Often these parents are not aware of nor do they have the time to play with and relate to their children in ways that will generally prepare the children for school and interpersonal relations outside the home. A library program can help in this area by providing such opportunities for the children and also by using the children in a laboratory situation to demonstrate to parents how they might relate more effectively to their children, especially in the development of emotional and intellectual skills. A center might offer to parents of pre-school children, a program two to three days per week of one to three hours per day in which the children are brought to the center and provided with educational games, fingerpaints, tours, storytelling, etc. The center staff could supervise the activity, and should insist that parents attend on a rotating basis. Also, the children should be able to check out games in the same manner as older children check out books.

2. Elementary school-age children: Perhaps the most serious problem facing elementary school children from poor families that a library program might focus on is the educational achievement of the children and opportunities for the children to develop effective study habits. The centers should be able to offer tutoring and educational materials and equipment for children. It should be possible to develop cooperative relations with the local schools whereby mathematics teachers, for example, might describe on a cassette tape, particular lessons that children may be having trouble with--for example, the intricacies of multiplication. The library program would maintain these tapes on file for children who are having difficulty in a particular subject area. The child then could work on mastering these tapes in preparation for his lessons. If a center had a photocopy machine, it would be possible to use this to prepare materials for the students for their classroom activities. These study opportunities should be available for elementary school children immediately following school up to 6:00 or 7:00 P.M. each day and all day on Saturday.

Centers should offer a variety of other activities for young children in the information gathering and utilization area. Activities could include: shop experience, educational games, films, video programs made by the children, records, art prints, etc.

3. High school-age youth: High school students from poor families will have much the same educational problems as their younger sisters and brothers in the elementary grades; the library program could also develop tutoring programs for high school students as well as provide programmed instructional materials, pre-recorded tapes, etc., that would help the students assimilate difficult assignments. In addition, the library could be a resource center of sorts to assist the students in preparing term papers, book reports, and the like.

   In addition to education programs, there are many "information" type programs which centers could offer to high school youth including: tours, special clubs, charm schools, discussion groups, etc.

4. Young adults: Young adults are likely to be high school dropouts, unemployed youth, and children with a variety of problems ranging from emotional difficulties to drug addiction, police records, etc. By far, the most useful service the library program could provide these youths would be in terms of alerting them to job training opportunities, job openings, vocational education, etc. For example, the library might hold periodic job clinics in which speakers would come to the center and talk about job openings in particular industries. Also, training specialists from the State Employment Agency or vocational education specialists may be asked to come to the center to speak to youth about job training possibilities. In addition, in many areas of the country, the local employment agency has available each day a computer printout of jobs available in that area. If such is available in the area in which the center is located, it should be relatively simple for the center to obtain a copy of the printout of these jobs to post daily on the library bulletin board. If such is not available, it should be possible to receive from the local employment agency, a list of jobs currently open on a weekly or monthly basis.

   In addition, many of these young adults from disadvantaged families will have a variety of counseling and interpersonal needs ranging from possible enlistment in the services to need of a lawyer, help with consumer problems, etc. The library should be able to supply these youth with, if not direct services, at least immediate referral to an agency or individual that may provide needed assistance.

5. Adults: If the adults in poor families have children, in all probability, they will place a high priority on raising children "properly." The library can play a role in assisting parents to understand the behavior of their children. This might be done, as noted above, in terms of setting up "laboratories," for pre-school children. Also, it might be possible

to provide forums, discussions, speakers, etc., for parents of young children in which experts discuss particular problems regarding children. Also, many adults in poor families are functionally illiterate or reading at very low levels. It should be possible for the library to provide GED classes and adult basic education programs using programmed instructional materials. Also, it should be possible for the library to provide clinics and job information for adults.

H. Program Goals and Evaluation

Effective evaluation systems should receive a high priority in library programs for the disadvantaged. They are important because an evaluation program should tell the project staff whether or not they are reaching the specific audiences for whom the program was designed and the extent to which the program is having the impact that was specified in the original design.

Library programs for the disadvantaged require close monitoring because it is relatively easy to assume that anyone who "walks in" to a library program is a member of the target group. This is not always likely to be true because those who usually seek out library services are already motivated to read; we presume that a library program for the disadvantaged will aim at providing services for those not motivated to use the library and/or read. This does not mean others will be refused service. Also, generally, libraries stress collecting circulation data and using such data as indices of effectiveness. Circulation data will not be useful criteria to measure the effectiveness of programs for the disadvantaged. First, it is important to specify the kinds of people for whom the program is intended and second, it is important to indicate what is to be accomplished with these people once they are reached. Circulation data will not answer these questions:

An effective evaluation program should answer these questions:[28/]

1. How many individuals within each target group (pre-school, elementary school, high school students, high school dropouts, adults, etc.) does this program intend to serve during the course of a stated period? Example: This program over a one-year period will provide library, information, and related services to 100 children from "X" community who are in the elementary grades.

2. How will a specific target group be defined? Example: This component will provide services to any elementary school children who are either recruited by the staff or who walk in on their own initiative. We have two target groups who will receive priority. Group 1 consists of any elementary school children living in "X" community. Group 2 consists of the elementary school children living in the "X" community who are functioning two grade levels (or its equivalent) below the appropriate grade level, who are exhibiting

28/ In this section, we provide, for illustrative purposes, examples of developing volunteer approaches for children. Similar approaches should be developed for other groups to be served such as out-of-school youth, adults, etc.

problem behavior, and who come from poverty families as defined by Office of Economic Opportunity income criteria. At least 75% of the children served will come from Group 2. The other 25% will come from Group 1.

3. What will be accomplished? Example: We wish to provide information services and inculcate within individuals the desire to enhance their emotional, intellectual, and social well-being. Specifically, we wish to accomplish the following:

   a. Provide a program to each target group child that will develop a reading interest based on the personality and general interests of the child.

   b. Enable a child to use the equipment in the center and in the library for his own problem-solving and intellectual activities.

   c. Increase the effectiveness of a child in dealing with, seeking, and using information.

   d. Develop regular habits in children of using the library and information services.

4. How will accomplishment of these goals be identified? Example: The child will have accomplished these goals when he is able to demonstrate the following:

   a. He will have developed reading habits of his own and know the kind of materials he wishes to read and will read these materials largely on his own initiative.

   b. He will voluntarily use the activities of the center at least once per week.

   c. He will use equipment and materials to handle his reading and educational problems. By this we mean, the child will seek out the materials and services within the center and use these materials.

   d. He will exhibit a positive change in reading scores as indicated by tests conducted in the school.

5. What materials, equipment, and staff are necessary? Example: the following will be required:

   a. Materials: High interest books and programmed instructional materials.

   b. Equipment: Tape recorders, records, filmstrips, programmed instructional equipment.

   c. Staff: Special staff consultants to set up and design an overall program of group and individual activities and to train and monitor the staff of the center to carry out these activities.

6. What criteria of acceptable performance will guide the program? Example: The children enrolled in the program will independently use the services of the library and information services at least once per week.

   a. The children enrolled in the program will have increased their reading ability by at least one grade level.

   b. The children will know how to use standard library tools, obtain information, and understand library procedures.

7. What methods and techniques will be used to ascertain the extent to which the program achieves the objectives specified? Example: In assessing the extent to which the elementary school children enrolled are target area children and the impact of this program on these children, the following approaches will be used:

   a. Educational achievement data will be collected for all children registered. To provide a benchmark, this will be completed in a two-stage operation. First, as the child enrolls in the program, his achievement scores will be obtained from the schools for the past fall term. Also, similar scores will be obtained from the schools when the project is one year old. This will enable us to ascertain the extent to which the child advanced in a normal fashion, regressed, or increased his achievement which might be attributed to the educational program.

   b. Children will be recruited for this program in terms of lists provided by the schools, the Illinois Department of Public Aid, etc. These lists will identify children who meet the priority definitions.

   c. A sample of children enrolled in the program will be selected and the staff will maintain a diary on the children in terms of:

      (1) The number of visits they make to the center.

      (2) The number of books they check out.

      (3) The number of books they actually read as evidenced by brief quizzes and queries made by the staff when books are returned.

      (4) Progress the children are making in reading in terms of selecting increasingly sophisticated books.

      (5) The extent to which the children are making use of the equipment in the center.

d. Teachers will be asked to complete a detailed questionnaire on each child enrolled in the program. The questionnaire will attempt to identify the extent to which the program has had an impact on the child in terms of how he might be using the facilities and equipment of the center in the classroom. Also, the questionnaire will attempt to identify the extent to which grades, behavior, achievement, attitude toward schooling, etc., are affected in a positive way as a result of the program.

e. Parents will be asked to complete a questionnaire indicating their attitude toward the program and how they see it affecting their children.

f. Dropouts from the program will be followed up in terms of: why they left the program and any impact the program has had on them.

I. Cost Estimates

We have not provided a total cost for a model program because the make-up of these components will vary from program to program. Instead, we have indicated cost guidelines for most areas.

J. The Role of the State

The Illinois State Library funded the projects reviewed here and except for a visit, this was the extent of its role and involvement. The state should be involved in the programs at least at these levels:

1. Require progress reports.

2. Require program evaluation

3. Require a program audit

4. Provide necessary technical assistance

1. Progress Reports

Each project should provide the Illinois State Library monthly progress reports which contain the following information:

a. Description (in a narrative fashion) of the activities performed, conducted, and/or completed in the last month.

b. Description of the plans for the coming month.

c. Indication of work program changes in the past month, and if so, the reasons for the changes.

d. Data as specified in the evaluation plan in the proposal.

These need not be detailed reports; one to two pages should suffice.

2. Program Evaluation

Before the termination of the project (and with sufficient time to enable state review), each project should submit to the Illinois State Library a detailed report of the project that covers all program components including, but not limited to the following:

a. An assessment of the instruction and/or tutoring components.

b. Staff selection, training, and evaluation.

c. Materials acquisition and utilization.

d. Community involvement.

e. Patron impact.

f. User data.

g. Program activities.

In addition to the project status data above, the report submitted by the operating agency should indicate specifically what portions of the project will be carried out in the future (when federal funds are terminated).

The evaluative scheme should be a major component of the project proposal and should contain the following elements:

a. The individual or groups who are to be affected by the program.

b. The behavior to be demonstrated or the product to be produced as a result of the program.

c. The direction or level of accomplishment or the minimum acceptable level of performance the program is to produce in the various individuals and groups involved.

d. The units of performance measurement and the means of measurement.

e. The primary conditions under which performance is expected to be measured.

The exact nature of the evaluation will vary from project to project because the emphasis, target groups, goals, and objectives will vary. However, the elements noted above are basic elements and should be included in any program evaluation.

The evaluative agency should be independent of the project staff. The cost of the evaluation should be not less than 5% nor more than 10% of the total cost of the project.

3. Program Audit

The program audit should perform two functions: determine the appropriateness of the evaluative scheme and assess the adequacy of data and conclusions produced in the evaluation. There should be two stages to the audit:

a. The auditor should review the program proposal, the evaluative plan and design, the baseline data to be used, the instruments to be used, and conclude whether or not the plan is feasible in terms of the objectives stated in the proposal. In other words, the auditor should answer this question: "Will this evaluation scheme measure the achievement of the objectives stated in the proposal?" This stage of the audit should be completed at the very early stages of the program.

b. Following completion of the evaluation report, the auditor should examine the report and/or the basic data if necessary to conclude whether or not the data produced meets the original specifications contained in the evaluation plan and design and whether the conclusions of the evaluation are valid.

The auditor should be independent of the project staff and the evaluative agency. The audit should cost 2% to 3% of the total cost of the program.

4. The Provision of Technical Assistance

The Illinois State Library should provide projects with technical assistance in these areas: writing the original proposal, the use of audiovisual equipment and materials, techniques in working with the disadvantaged, selection of materials, staff selection and training, and commmunity development.

APPENDIX A

SURVEY INSTRUMENTS USED IN THE STUDY

The attached questionnaires, with minor revisions to accommodate the various centers, were sent to all center supervisors; all responded. Also, we include a sample copy of a letter sent to each program director; all responded.

ISL/LPE
CS

C O P Y

SOCIAL, EDUCATIONAL RESEARCH AND DEVELOPMENT, INC.
323 Eig Building
8641 Colesville Road
Silver Spring, Maryland 20910

EVALUATION OF THE _____ PROJECT

This questionnaire is confidential. Please do not sign your name. No one except our research staff will see your questionnaire, so feel free to include anything you wish.

1. Following is a list of possible programs and/or activities. Please indicate whether or not this unit has ever offered any of these activities. If any of these activities are underway or were in the last three months, please describe in detail, listing the number of participants, when the program met, what the program aimed to do, etc.

   a. Sewing Classes

      _____ Has not been offered

      _____ Has been offered; please describe: _____

      _____

      _____

   b. Movies for Children

      _____ Has not been offered

      _____ Has been offered; please describe: _____

      _____

      _____

   c. Movies for Adults

      _____ Has not been offered

      _____ Has been offered; please describe: _____

      _____

      _____

d. Book Busters

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

e. Senior Citizens' Program

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

f. House Calls

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

g. Arts and Crafts Activities

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

h. Recreation Programs

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

i. Field Activities

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

j. Tutoring

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

k. Alcoholics Anonymous

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

l. Reading Readiness

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

m. Ceramics

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

n. Weaving

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

o. Phonics

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

p. Spanish or Other Foreign Language Programs

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

q. Drama

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

r. Adult Education

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

s. Community Education

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

t. Black Heritage

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

u. Story Hours

_____ Has not been offered

_____ Has been offered; please describe: _____

_____

_____

v. Other Activities--Please list and describe:

_____

_____

_____

_____

_____

_____

_____

_____

_____

_____

2. What has been the most successful program offered in this center? Please describe indicating Why.

_____

_____

_____

_____

_____

3. What has been the least successful program offered in this center? Please describe indicating Why.

_____

_____

_____

_____

_____

4. How many library cards have been issued by this center? _____ cards

5. Please list the number of new library cards issued by this center in the following months:

_____ June, 1970

_____ May, 1970

_____ April, 1970

_____ March, 1970

_____ February, 1970

_____ January, 1970

6. Please list the number of participants in each program for the months listed.

	July 1969	Aug. 1969	Jan. 1970	March 1970	May 1970	Total
Children's Tutoring	____	____	____	____	____	____
Children's Films	____	____	____	____	____	____
Children's Reading	____	____	____	____	____	____
Children's Arts/Crafts	____	____	____	____	____	____
Sewing Classes	____	____	____	____	____	____
Bookmobile	____	____	____	____	____	____
Other _____	____	____	____	____	____	____
Other _____	____	____	____	____	____	____
Other _____	____	____	____	____	____	____

7. Please list each person who works here (no names) by number of hours worked in June 1970, breaking out hours worked in the center and outside the center.

Job Title	Total hours worked in June 1970	Hours in the center	Hours outside the center
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

8. Please list the stops the Bookmobile makes in this area.

_____

_____

_____

9. The name of the center is: _____

Address: _____

_____

SOCIAL, EDUCATIONAL RESEARCH AND DEVELOPMENT, INC.
323 Eig Building
8641 Colesville Road
Silver Spring, Maryland 20910

COPY

EVALUATION OF THE _____ PROGRAM
(Mobile Unit)

This questionnaire is confidential. Please do not sign your name. No one except our research staff will see your questionnaire, so feel free to include anything you wish.

1. Please list (or include) the schedule for the unit:

_____

_____

_____

_____

_____

2. Please list the number of new library cards issued by this unit in the following months:

_____ June, 1970

_____ May, 1970

_____ April, 1970

_____ March, 1970

_____ February, 1970

_____ January, 1970

3. Please list the number of participants in this program for the months listed.

	July 1969	Aug. 1969	Jan. 1970	March 1970	May 1970	Total
Bookmobile						

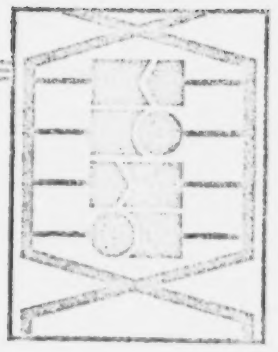
4. Please list each person who works on the unit (no names) by number of hours worked in June 1970.

Job Title	Total hours Worked in June 1970

SOCIAL, EDUCATIONAL RESEARCH AND DEVELOPMENT, INC.

323 EIG BUILDING
8641 COLESVILLE ROAD
SILVER SPRING, MD. 20910
301-588-4114

CABLE ADDRESS: SERDINC



C O P Y

July 15, 1970

_____

_____

_____

Dear _____:

As discussed during our visit last week, I will appreciate it if you can supply the following information regarding the _____ Project.

1. How are titles selected? Please describe who is involved, the kind of approval that is necessary, length of time required from selection to shelf, the budget available, etc.

2. How are the decisions made regarding budget allocations among various media? For example, who makes the decision on whether or not the centers will invest funds in AV equipment as opposed to say books, or as opposed to say hardcover versus paperback books.

3. Would you please list the total amount of money spent in your project for AV equipment. By AV equipment, I mean hardware other than books, magazines, pamphlets, etc.

4. Please list the total number of AV equipment available in the program.

5. The employment situation in the program:

   a. Total number employed full-time (June 1970)

   b. Total number employed part-time (June 1970)

   c. Total men employed (June 1970)

   d. Total number of employees who live in housing project.

   e. Total number of professional librarians (MA degrees) employed (June 1970)

   f. Total number of employees with BA degrees (June 1970)

I hope that this is not too much of an imposition on you. I shall be most grateful if you can supply the data as soon as possible.

Thank you once again for your kind cooperation.

Sincerely,

John W. McCollum
President

APPENDIX B

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